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EXECUTIVE SECRETARIAT
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Remarks: To #6: For action as specified in Para 2; also, dissemination to All Employees of enclosed memorandum as referred to in Para 11.

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Executive Secretary
9 October 86
Date

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Executive Registry
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THE WHITE HOUSE

WASHINGTON

October 4, 1986

MEMORANDUM FOR ALL EXECUTIVE BRANCH EMPLOYEES

As you know, I recently approved several new initiatives with an overriding goal of a drug-free America. This is no easy task, requiring as it does the commitment and support of all Americans. I am asking you, as citizens, parents, friends, and colleagues, to take a leading role.

As members of the Nation's largest work force, you can continue to set an example for other American workers. I know an overwhelming majority of Federal employees have never had trouble with illegal drugs, but our goal is a safe and drug-free workplace for all employees and the American public. Certainly the issue of drug testing has caused some concern, but I want to assure you that my Executive Order contains provisions to ensure that any testing program will be fair and will protect your rights as citizens.

Our intention is not to punish users of illegal drugs, but to help rehabilitate them. When you see colleagues or friends struggling with a drug problem, encourage them to seek help from your Employee Assistance Program or from some other organization or person skilled in drug counseling and treatment. Together we can send a message that illegal drug use in every office, shop, and laboratory simply will not be tolerated. The combined efforts of all of us will make it easier for Federal as well as private sector employees to "Just Say No."

Your efforts to increase public awareness and prevention of drug abuse are also crucial. Illegal drug use is not a "victimless crime," nor is it glamorous or a matter of personal choice. Drug abuse victimizes everyone in productive time lost, lives shattered, and families and communities torn apart. We must send this message beyond the workplace to friends and neighbors and especially to our young people.

I have called upon you many times in the past, and your support and dedication have already helped us achieve so much. Now I am asking you to get personally involved in ridding our offices, schools, homes, and communities of drugs and making them better places to live and work. I know I can count on your personal help.

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Ronald Reagan

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Executive
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THE WHITE HOUSE

WASHINGTON

October 4, 1986

MEMORANDUM FOR THE HEADS OF EXECUTIVE DEPARTMENTS AND AGENCIES

SUBJECT: Federal Initiatives for a Drug-Free America

In furtherance of our policy against drug abuse, I have approved several initiatives that require the support and commitment of all department and agency heads and their senior staff members.

One of our goals is a drug-free workplace in the Federal government, in State and local governments, and in private companies, including those that contract with the government. To help achieve this goal, you should:

- Develop a plan in accordance with Section 2 of Executive Order 12564, which I signed on September 15, 1986. Your plan should consider the rights of the government, the employee, and the public, addressing special concerns posed by employment that involves national security or public health and safety. It should include steps, as outlined in the Executive Order, for expanding drug abuse awareness and prevention among Federal employees; for identifying employees, and applicants for employment, who use illegal drugs; and for assisting and, as necessary, disciplining such employees who use illegal drugs.

- Make each employee aware of the health, economic, and social costs of illegal drug use, assist employees in recognizing and combatting illegal drug use in the workplace and in homes and communities, and ensure that each employee is aware that unauthorized possession of a controlled substance is a crime.

- Encourage your counterpart leaders in State and local governments to free their workplaces from illegal drug use.

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To assist you, the Secretary of Health and Human Services and the Director of the Office of Personnel Management will provide information about the effects of drug abuse, guidelines for drug testing and treatment, training of supervisory personnel, and technical assistance in support of Employee Assistance Programs. The Attorney General will be prepared to render legal assistance.

The Secretary of Health and Human Services will establish a "Drug-free Workplace Helpline" to answer questions government and private sector organizations may have about drug abuse.

The Secretary of Labor will work with labor leaders to promote our goal of drug-free workplaces, develop and disseminate a "what works" booklet on Workplaces Without Drugs, and make available a team of experts to assist management and unions in establishing drug prevention programs.

Another of our goals is drug-free schools. To achieve this goal:

- The Secretary of Education, as national advocate for drug-free schools, will work with educators, parents, students, and others to ensure that everything possible is done to protect our children from the dangers of illegal drugs. The Secretary of Education will disseminate drug-related educational materials such as the booklet Schools Without Drugs.

- The Attorney General and the Secretary of Education will work together to ensure that local law enforcement officials and school authorities cooperate in discouraging illegal drug use and in prosecuting the so-called "school yard laws" against distribution or manufacture of drugs around school property.

- The Secretary of Defense and the Secretary of Education will work together to develop a model drug prevention program in Department of Defense schools.

Since rehabilitation of illegal drug users is a cornerstone of our policy, another goal is expansion of drug treatment and research. To achieve this:

- The Secretary of Health and Human Services will take the lead in encouraging States and communities to develop programs to treat specific drug-related health problems. This will be achieved by seeking an emergency expansion of services in facilities that treat drug-related health problems, and by establishing community systems development projects.

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- The Secretary of Health and Human Services will also expand research in health-related areas such as drug testing, and bolster medical and health prevention programs by establishing a Center for Substance Abuse Prevention.

- The Secretary of Health and Human Services and the Director of the Office of Personnel Management will provide appropriate information and technical assistance to department and agency heads regarding rehabilitative services for Federal employees.

We also have as a goal to increase public awareness and prevention of drug abuse. To achieve this goal, I hope you will:

- Encourage all citizens and private sector organizations to develop and participate in drug abuse awareness and prevention campaigns, such as "Just Say No."

- Encourage corporations, service organizations, and the media with which you interact to stimulate development of innovative community-based prevention programs and to develop prevention programs within their organizations.

- Provide leadership to ensure that Americans have access to accurate and effective information about illegal drugs and strategies for getting drugs out of their homes, schools, workplaces, communities, and the Nation. The proposed Center for Substance Abuse Prevention, in the Department of Health and Human Services, will provide a toll-free number for technical assistance and referrals and will manage a speakers' bureau on illegal drug use prevention.

The Secretary of Housing and Urban Development will take the lead in an effort to reduce the level of illegal drug activity in public housing authorities, and will work with the Secretary of Health and Human Services, the Secretary of Labor, and the Attorney General to achieve drug-free housing developments.

The Secretary of Transportation will take the lead in an effort to ensure safe transportation of people and goods, and will work with the Secretary of Health and Human Services, the

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Secretary of Education, and the Attorney General to promote regulatory changes, drug-testing, prevention, and education leading to a drug-free transportation system.

I have enclosed a personal message for Executive Branch employees about our new drug abuse initiatives. Please ensure that each employee in your organization receives a copy, and feel free to communicate an additional personal message of your own.

You should institute actions on the above initiatives immediately, using existing resources or reallocating resources where necessary. I will ask for periodic progress reports through the Domestic Policy Council to ensure that we are moving toward our goal of a drug-free America.

Ronald Reagan

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Remarks

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Executive Secretary
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THE WHITE HOUSE

WASHINGTON

September 15, 1986

MEMORANDUM FOR ADMINISTRATION SPOKESMEN

FROM: TOM GIBSON
DIRECTOR OF PUBLIC AFFAIRS

SUBJECT: Background Materials on the President and First Lady's Initiatives in the Crusade Against Drug Abuse

Attached, for your information and use, are materials that review the President's comprehensive program to ensure that this Administration will play a major role in America's crusade against drug abuse.

In this package I have enclosed Talking Points that include: An executive summary of the comprehensive package; a summary of the President's Executive order; a summary of accomplishments of this Administration in fighting drug abuse; and a listing of Agency initiatives. I have also included a fact sheet on the President's legislative program.

Feel free to duplicate and circulate these materials as you wish. If you have any questions on this information, please call the White House Office of Public Affairs at (202) 456-7170.

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PRESIDENT REAGAN'S COMMITMENT TO THE NATIONAL CRUSADE AGAINST DRUGS

Executive Summary/Fact Sheet

Personal Leadership

The President has committed the prestige of his office, the leadership of his own personal example, the example of his immediate staff and that of the Federal government in leading America to becoming a drug-free society.

- Drug abuse was a major national problem when President Reagan took office in 1981, and fighting drug abuse became one of his earliest priorities. There have been many successes. But there is more that needs to be done.

- On August 4, the President declared a redoubled effort to lead America in ending the ruined lives, destroyed families, and weakened communities caused by drug abuse. Illegal drug use is not a private matter. All Americans must pay the social, health, and economic costs that drug abuse brings to our communities.

- The Federal role in fighting drug abuse is vital, but it is only a component of what must be the total resolve of our nation to end illegal drug use. All segments of American society -- labor, business, the clergy, educators, and those in sports and media must share in the role of making drug abuse unacceptable.

- The President's new program involves six goals: eliminating illegal drugs from our workplaces; eliminating drug abuse from our schools; providing effective treatment for those suffering from past drug abuse; improving international cooperation to stop the inflow of illegal drugs; further strengthening law enforcement; and increasing public awareness and drug abuse prevention.

The President is committed to using all the tools at his disposal to accomplish his six goals and to bring the full force of the Federal government in the crusade against illegal drugs.

Executive Action -- Executive Order to Achieve a Drug Free Federal Workplace

Consistent with his authority as President and as head of America's largest employer (2.8 million civilian employees), the President has determined that the Federal workforce should be a model for eliminating drug abuse from the workplace.

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(Drug Abuse Fact Sheet Cont.)

With an Executive order and proposed changes in laws governing Federal employment (Title I; The Drug-Free America Act of 1986), the President has ordered reforms that will improve the health, safety, and productivity of Federal workers and encourage state and local governments, as well as private sector employers, to work for a drug free workplace.

Legislative and Administrative Proposals -- Nearly $900 million in Increased Resources and Tougher Laws

Increased resources called for in the President's Drug-Free America Act of 1986 and budget proposals will bring nearly $900 million of increased resources to the Federal effort to fight drug abuse. These additional resources, combined with existing efforts, amount to nearly $3.2 billion for FY 1987.

Budget Proposals

- Drug-Free Work Places ($56 million)

  Additional resources will be dedicated to implementing the President's policy against illegal drug use by Federal employees.

- Drug Free Schools ($100 million)

  The Department of Education will provide $80 million in assistance to local school districts for teacher training, technical assistance, and efforts to coordinate with state law enforcement agencies. $20 million will be devoted to the development of program models, materials, and research.

- Capacity-Building Grants to States ($100 million)

  Administered by the Public Health Service under its existing authority, the Administration proposes to dedicate $100 million in grants to States to enhance drug abuse treatment capacity.

- Community Systems Development Programs ($69 million)

  The Department of Health and Human Services will provide financial assistance (on a matching basis with declining Federal share) to communities to assist them in integrating efforts to reduce drug abuse and build upon existing public and private sector institutions.

- Increased Law Enforcement and Interdiction ($500 million)

  Redoubled enforcement resources will be applied to fighting illegal drug trafficking on the Southwest Boarder ($400 million) in the Southeastern United States ($100 million).

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(Drug Abuse Fact Sheet Cont.)

- Prevention Activities ($30 million)

  The Department of Health and Human Services will increase its capacity to assist public and volunteer efforts and to disseminate information gained from prevention research.

- Research ($34 million)

  The Administration will research better and more effective methods of preventing, detecting, diagnosing, and treating illicit drug use and intervening with high risk children and adolescents.

- Public Awareness ($5 million)

  Private sector initiatives and work at all levels of government will be expanded by the White House and ACTION to foster and promote volunteerism.

Consistent with the President's commitment to fiscal responsibility, these budget proposals redirect resources within the existing Federal budget. Approximately $384 million along with offsets in that amount will be submitted to the Congress as amendments to the President's FY 1987 budget request and existing law. The remainder will be redirected by the heads of the appropriate agencies.

Drug-Free America Act of 1986

The President has sent to Congress his comprehensive "Drug-Free America Act of 1986," and is strongly committed to its passage before adjournment of the 99th Congress.

The President's proposed legislation contains six titles that represent the six goals of the Administration's anti-drug abuse effort. Title I is intended to work in tandem with the President's Executive order for a drug free Federal work place. Specific provisions include:

- Title I -- The "Drug-Free Federal Workplace Act of 1986" together with the President's Executive order, assists the Federal Government, as the Nation's largest employer to set an example for all employers to provide drug-free workplaces. It amends two statutes, the Rehabilitation Act and The Civil Service Reform Act, to make clear that they do not bar personnel actions to achieve drug-free workplaces.

- Title II -- The "Drug-Free Schools Act of 1986" authorizes $100 million in FY 1987 to promote excellence in American education by achieving and maintaining a drug-free learning environment in our nations's elementary and secondary schools.

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(Drug Abuse Fact Sheet Cont.)

- Title III -- The "Substance Abuse Services Amendments of 1986" responds to the grave health threats posed by the use of illegal drugs. It will extend from FY 1988 through FY 1992, a block grant under which funds are made available to the states for alcohol, drug abuse, and mental health programs. The Title also eliminates unnecessary restrictions in current law that limit the flexibility of the states to put these funds to work where they are most needed.

- Title IV -- The "Drug Interdiction and International Cooperation Act of 1986" emphasizes the need for greater international cooperation. Title IV provides forfeiture provisions relating to foreign drug activities; repeals the "Mansfield Amendment" which has impeded United States drug enforcement activities overseas; facilitates deportation of illegal aliens involved in drug trafficking; significantly strengthens the Customs laws in order to curtail drug smuggling; and amends the authority of the Coast Guard to stop and board vessels for violations of United States drug laws.

- Title V -- The "Anti Drug Enforcement Act of 1986" contains several measures to strengthen the ability of our law enforcement personnel and courts to ensure that those convicted of illegal drug offenses are suitably punished and deprived of the profits of their crimes. Title V raises penalties for large-scale domestic drug trafficking and provides mandatory minimum penalties; requires mandatory punishment for simple possession of controlled substances; provides the death penalty for murder related to large scale continuing drug enterprises; and raises the punishment of those who engage the services of minors in drug trafficking.

- Title VI -- The "Public Awareness and Private Sector Initiatives Act of 1986" removes statutory impediments for increased cooperation between the private sector and the government in educating the public about the hazards of drug abuse by removing statutory impediments.

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PRESIDENT REAGAN'S COMMITMENT TO THE NATIONAL CRUSADE AGAINST DRUGS

The President's Executive Order for a Drug Free Federal Workplace

On September 15, 1986, the President, as head of the 2.8 million civilian Federal workforce, signed an Executive order establishing a policy against the use of illegal drugs by Federal employees, whether on-duty or off-duty. (The military services have separate procedures for detecting drug use and are not covered by this order.)

The first of the six goals announced by the President in August is to provide all Americans a drug-free workplace. The President's Executive order gives Federal workers the same opportunity to enjoy a drug-free workplace that an increasing number of private sector employers are providing their employees.

The President directed the head of each Executive agency to develop plans to achieve the objective of a drug-free workplace.

Programs to be Implemented by Agency Heads

The head of each Executive agency is required to develop plans that must include:

- A statement of agency policy regarding illegal drug use.
- Employee Assistance Programs emphasizing education, counseling, referral to rehabilitation and coordination with community resources.
- Supervisory training to assist in identifying and addressing drug abuse by agency employees.
- Procedures for individual employees to voluntarily seek counseling for rehabilitation services and for supervisors to make such referrals which protect personal privacy.
- Procedures for identifying illegal drug users.

Drug Testing

The Executive order authorizes the use of drug testing programs as a diagnostic tool to identify drug use in certain circumstances and among certain employees.

- The head of an agency must establish a testing program for employees in sensitive positions based on the agency's mission, the employees' duties, and the potential consequences of employee drug use to public health and safety or to national security.

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(Executive Order Fact Sheet Cont.)

- The head of an agency may order the testing of any employee (1) when there is a reasonable suspicion that the employee uses illegal drugs, (2) as part of an investigation of an accident or unsafe practice, and (3) as part of or as a follow-up to counseling or rehabilitation through an Employee Assistance Program.

- Voluntary testing programs will be established for employees in nonsensitive positions. Applicants may be tested at the discretion of the hiring agency.

Measures to be Taken Against Illegal Drug Users

- Users of illegal drugs will be subject to appropriate disciplinary actions (ranging from private reprimand to determinate suspensions) unless they voluntarily seek assistance.

- All employees found to be using illegal drugs, in addition to other personnel actions, will be referred to an Employee Assistance Program for counseling and appropriate treatment or rehabilitation.

- Employees in sensitive positions who are found to use illegal drugs will not be permitted to remain on duty. However, agency heads may allow an employee to return to duty after successful completion of rehabilitation.

- Any employee who uses illegal drugs and refuses counseling or rehabilitation or returns to using illegal drugs after a rehabilitation effort will be removed from Federal service.

Protection of Employees

- Testing procedures must include notification 60 days prior to the start of a drug testing program, an opportunity to submit documentation to support legitimate medical use of drugs, and procedures to protect the confidentiality of test results and medical records.

- Disciplinary actions must be in compliance with laws governing the personnel practices of the Federal government (Civil Service Reform Act and Rehabilitation Act). An employee will be able to challenge any finding that he or she uses illegal drugs, including the results of any underlying drug test.

- Testing procedures must allow individual privacy, unless the agency has reason to believe that a particular individual may alter or substitute the specimen.

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PRESIDENT REAGAN'S COMMITMENT
TO THE NATIONAL CRUSADE AGAINST DRUGS

Current Accomplishments in the Administration's Campaign Against Drug Abuse

Early in the first year of his Administration, President Reagan described drug abuse as "one of the gravest problems facing us." The President warned that "we run the risk of losing a great part of a whole generation" if we fail to act, and he launched a nationwide campaign against drug abuse and drug trafficking.

The President's Federal Strategy for Prevention of Drug Abuse and Drug Trafficking was published in 1982, and was followed with the publication of a National Strategy in 1984. Together with a major initiative to rid our military of drug abuse, the President's strategy has provided a comprehensive plan of action in five areas:

- International Cooperation
- Drug Law Enforcement
- Drug Abuse Prevention
- Drug Abuse Treatment
- Research

Successes Prove That America's Crusade Against Drug Abuse Can Be Won

Federal efforts have produced major accomplishments toward fulfilling the President's orginal strategy. In addition, the President's established priorities and First Lady Nancy Reagan's tireless campaign against drug abuse among young people have helped to spark concern and promote creative anti-drug programs in the private sector and by state and local governments.

Drug Abuse in the Armed Forces

The Department of Defense has been in the forefront of creating a drug-free workplace for its military and civilian employees. The results have been impressive.

- The number of military personnel reporting illegal drug use dropped 67 percent between 1980 and 1985 reflecting the Department's aggressive program of testing, education and rehabilitation.

- In August 1986, DOD established a civilian drug testing program for employees in sensitive positions.

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(Drug Accomplishments Cont.)

International Cooperation

President Reagan has fulfilled his pledge to establish "a foreign policy that vigorously seeks to interdict and eradicate illicit drugs, wherever cultivated, processed, or transported."

Enhanced interdiction has increased U.S. seizures of illegal drugs. In 1981, the U.S. seized two tons of cocaine. In 1985, the U.S. seized 20 tons -- a ten-fold increase. Other measures of success:

- Today, 14 countries are eradicating narcotic plants, compared to only one country in 1981. Shortages of marijuana are now being reported throughout the country, primarily as a result of eradication.

- In mid-1984, the Government of Colombia implemented a cannabis eradication program using herbicides, a significant milestone in international narcotics control.

- The precedent-setting Colombia program was the capstone of efforts in several other Latin American and Caribbean countries. In 1985, Panama and Belize eradicated cannabis with herbicides.

- The Government of Peru began eradicating coca bushes in mid-1983, the first agreement under the U.S. strategy to couple enforcement and eradication support with development assistance.

- Aggressive enforcement activity against cocaine manufacturers in Colombia, Peru and Bolivia is disrupting the flow of cocaine.

- Operation "Blast Furnace" in Bolivia is an example of how the U.S. military is helping foreign police attack the drug traffic.

- The United States Information Agency has mobilized its media elements -- the Wireless File, Worldnet, the Voice of America, and the Television and Film Service -- to send drug abuse awareness messages to overseas audiences.

- The global priority of drug control was made clear at the economic summit in May 1985, when President Reagan and the heads of the other governments declared their collective commitment to eliminating the supply and use of illegal drugs worldwide.

- Prevention efforts also received a strong global boost through the "mother-to-mother" conferences which Mrs. Reagan hosted in April and October 1985 for First Ladies from around the world.

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(Drug Accomplishments Cont.)

- In April 1986, President Reagan declared the international drug traffic to be a threat to national security, and authorized the use of military surveillance and intelligence capabilities to fight drug smuggling.

Drug Law Enforcement

When President Reagan took office, efforts in Congress to reduce penalties for the use of marijuana had been in progress for a decade. Today, Congress is not talking about liberalizing America's drug laws (the last time legislation was introduced to legalize the use of marijuana was 1981). In part, the success of the President's commitment to toughen drug law enforcement is seen in a national change of attitude about the serious nature of illegal drug use.

Further, the success of the President's commitment to toughen drug law enforcement is seen in his providing additional resources. Federal spending for drug law enforcement will triple from about $700 million in 1981 to $2.4 billion in FY 1987. Major Accomplishments:

- In 1982, the President established, under the direction of Vice President Bush, the South Florida Task Force as a major new interagency initiative against drug smuggling and associated illegal financial activities.

- The President expanded this interagency concept to all borders of the United States in early 1983 by establishing the National Narcotics Border Interdiction System, also headed by Vice President Bush. This is the first time the U.S. has had a national cooperative drug interdiction system.

- In 1982, President Reagan established the Organized Crime Drug Enforcement Task Force, under the direction of the Attorney General, to attack major criminal organizations. Task Forces are operational in 13 locations throughout the Nation. Under the efforts of the Task Force, over 3,600 drug criminals have been convicted and more than $300 million of their assets seized.

- The Administration provided leadership for a national eradication campaign to stop marijuana production in the United States. Today, participation has expanded from seven states in 1981 to all 50 states.

- Law Enforcement Coordinating Committees, established by the Attorney General in each of the 94 Federal judicial districts, focus Federal, state and local investigative and prosecutorial resources on the most serious crime problems in the district.

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(Drug Accomplishments Cont.)

- On January 21, 1982, for the first time, the Administration brought the Federal Bureau of Investigation into the fight against illegal drugs.

- On July 28, 1983, President Reagan named a President's Commission on Organized Crime to study organized crime involvement in the drug traffic and to recommend ways of dealing with it. The Commission made its report to the President in March 1986.

- In 1985, the Drug Enforcement Policy Board, Chaired by the Attorney General, was established to coordinate the efforts of all Cabinet-level departments and agencies involved in drug enforcement activities.

Drug Abuse Prevention, Treatment, and Research

Attitudes are changing -- In 1985, polls showed 73 percent of our teenagers believed that possession of small amounts of marijuana should be treated as a criminal offense, compared to 44 percent in 1979. High school seniors using marijuana on a daily basis have dropped from 1 in 14 in 1981 to 1 in 20 in 1984-85.

- The First Lady is truly the leader in the prevention effort. Mrs. Reagan has traveled over 100,000 miles to 53 cities in 28 states and 6 foreign countries in her campaign to fight school age drug and alcohol use. She has hosted two international conferences on drug abuse, one attended by 47 First Ladies from around the world.

- Since 1981, the parent movement in the United States has expanded from about 1,000 loosely organized groups to 9,000 groups, with national organization and their own national and international resource center. The parent groups have taken a no-nonsense position on youthful drug use and have brought about new laws, public policies, and attitudes.

- Our school-age children have formed over 10,000 "Just Say No" Clubs around the country to provide positive peer pressure to hundreds of thousands of young people to say no to drugs.

- The number of individuals who are using illegal drugs has stabilized in most categories and decreased in several, most notably in the high schools.

- In 1982, the Federal share of funding for treatment support was incorporated in the Alcohol, Drug Abuse and Mental Health Services block grants and has provided the states with the ability to be more responsive to local priorities and flexibility in determining specific treatment needs.

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(Drug Accomplishments Cont.)

- The Administration's approach also supports the integration of drug and alcohol services into the general health care system and has provided for more effective and efficient treatment.

- The Administration's research efforts have focused on developing more appropriate and cost effective treatment for drug users including:

  -- the development of a new drug for potential use in the treatment of narcotics addiction; and

  -- knowledge has been expanded about both the acute and chronic effects of marijuana and cocaine use.

Private Sector Efforts and Successes

Businesses and civic organizations have taken up the challenge of providing accurate information about drug abuse in a credible way to large segments of the population. The Administration has provided information and technical assistance.

Private sector efforts have in large part contributed to the growing awareness about the dangers of drug abuse and resultant positive changes in attitudes. Examples:

- A Weekly Reader survey, sponsored by Xerox Education Publications, has provided important information about children's attitudes concerning drugs and alcohol.

- Over four million special drug awareness, adventure comic books have been distributed to elementary school students. The comic books were sponsored by D.C. Comics, The Keebler Company, the National Soft Drink Association, International Business Machines (IBM), and the National Federation of Parents for Drug Free Youth. IBM sponsored another million comic books in August 1986, including, for the first time, comic books published in Spanish.

- The Keebler Company expanded their drug abuse prevention efforts to include traveling shows in shopping malls across the country. In the Fall of 1986, Keebler will make educational video tapes targetted for 3rd to 5th grade youth.

- In 1982, McNeil Pharmaceutical made a commitment to Mrs. Reagan to begin a national awareness campaign with the local pharmacist as the focal point for information on drug abuse within the community. The "Pharmacists Against Drug Abuse," program is now firmly established across the country and has been expanded to several foreign countries.

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(Drug Accomplishments Cont.)

- At the urging of the President and Mrs. Reagan in 1982, the heads of professional sports associations have been helpful in public campaigns against drugs abuse and have since implemented programs within their organizations to achieve a drug free workplace.

- The International Association of Lions Clubs, which represents 1.4 million members in 155 countries, has launched a "Lions' War Against Drugs."

- The National Broadcasting Company (NBC) sponsored the "Don't Be a Dope" drug abuse awareness campaign for parents and young people.

- "The Chemical People" Project, a nationwide series of television broadcasts and local community events, resulted in an unprecedented number of organized "town meeting groups." The campaign was aired by public broadcasting stations, produced by WQED (PBS) in Pittsburgh, sponsored by the National Coalition for the Prevention of Drug and Alcohol Abuse, and hosted by the First Lady.

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PRESIDENT REAGAN'S COMMITMENT
TO THE NATIONAL CRUSADE AGAINST DRUGS

Summary of Presidential Goals and Other Agency Initiatives

President Reagan has established six goals in a national crusade to build upon what has been accomplished and lead us toward a drug-free America:

- Drug-Free Workplaces for all Americans;
- Drug-Free Schools from elementary to university level;
- Expanded Drug Abuse Treatment and Research to tackle the health dangers posed by drugs;
- Improved International Cooperation to achieve full and active involvement by every country with which the United States must work to defeat international drug trafficking;
- Strengthened Drug Law Enforcement to take additional initiatives which will hit drug traffickers with renewed force; and
- Increased Public Awareness and Prevention -- the goal on which success ultimately depends -- to help every citizen understand the stakes and get involved in fighting the drug menace.

GOAL #1 -DRUG-FREE WORKPLACES

This goal is to protect the public and the workforce and to increase productivity by ensuring that workers are clear minded and free of the effects of illegal drugs. The Federal Government, as the Nation's single largest employer, must take a leading role in achieving a drug-free workplace for all Americans. A balance between intolerance of illegal drug use by workers and fair treatment for the individual is fundamental to the goal.

- By Executive order, the President has established a firm policy against illegal drug use by Federal employees.
- $56 million in additional resources will be dedicated to implementing the President's policy against illegal drug use by Federal employees.

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(Summary and Initiatives Cont.)

- The President has also directed:
  - -- that drug abuse awareness and prevention programs among the Federal workforce be expanded;
  - -- that agency heads be allowed to require selected contractors, particularly those in positions involving public safety and national security, to meet the drug-free requirements established for the Federal workforce; and
  - -- that Federal agencies provide guidance to government contractors concerning the philosophy, importance and procedures for achieving a drug-free workplace.
- President Reagan will write to key state and local government officials asking other levels of government to follow his lead in developing drug-free workplaces.
- Cabinet members and agency heads are sending letters to the heads of their counterpart organizations in state and local governments, encouraging drug-free policies.
- President Reagan will ask business and labor leaders to support efforts to rid the workplace of illegal drug use.
- The Secretary of Health and Human Services will operate a toll-free "Drug-Free Workplace Helpline" to answer questions about illegal drugs and how to eliminate their use by workers.
- The Secretary of Labor will distribute a booklet on Workplaces Without Drugs to provide reliable and practical information about the problem of illegal drug use in the workplace and what can be done to stop it.
- The Secretary of Labor will make available a team of experts to provide on-site technical assistance and training to businesses and unions developing or expanding programs to get illegal drugs out of the workplace.

GOAL #2 - DRUG-FREE SCHOOLS

This goal is to promote excellence in American education by achieving and maintaining a drug-free environment in our Nation's educational institutions, from elementary schools through universities. The Secretary of Education will continue his vigorous role as national advocate of drug-free schools. Key elements of this effort include:

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(Summary and Initiatives Cont.)

- The Drug Free Schools Act, part of the Drug-Free America Act of 1986, will be forwarded to Congress to provide $100 million in 1987, including $80 million to be used as state discretionary grants to school districts which have prepared a sound plan for getting drugs out of their schools and keeping them out.

- The Juvenile Drug Trafficking Act of 1986, part of the Drug-Free America Act of 1986, extends Federal laws against distributing drugs in or near schools to include university and college campuses.

- The President has directed the Secretary of Education to:

  -- send a letter to all heads of state educational boards outlining the President's six goals, and the important role of school administrators and teachers;

  -- issue a pamphlet titled Schools Without Drugs to provide parents, school officials, students and communities with reliable and practical information about the problem of school-age drug use and what they can do to achieve drug-free schools. The booklet will be disseminated to all elementary and secondary schools, and will be available free of charge;

  -- encourage local school districts to expand their drug abuse education;

  -- encourage efforts to train student leaders in developing anti-drug activities in their schools and communities;

  -- work with the Department of Defense schools to develop a model drug prevention program for those schools; and

  -- work with the Attorney General to ensure that all appropriate educational and law enforcement officials are aware of the Federal law regarding distribution of drugs in or near schools.

GOAL #3 - EXPAND DRUG TREATMENT AND RESEARCH

This goal is to ensure that appropriate treatment is available to illegal drug users who are experiencing health damage and addiction, and that illegal drug users receive the professional assistance they need to quit using illegal drugs.

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(Summary and Initiatives Cont.)

The President has directed the establishment of:

- A $100 million grant to states. The grants will increase treatment capacity to meet high demands for services by endemic drug users who could not otherwise afford treatment;

- Financial assistance to communities through Community Systems Development Programs at the Department of Health and Human Services. Federal grants totaling $69 million (on a matching basis) will enable communities to help themselves in mobilizing comprehensive, integrated treatment and prevention efforts to reduce illegal drug use;

- Legislation to remove various restrictions now imposed on states on the use of funds under the Alcohol, Drug Abuse and Mental Health Services Block Grant, thereby giving the states spending flexibility as originally intended by the Administration, and extend the Block Grants for an additional five years;

- A Center for Substance Abuse Prevention within the Alcohol, Drug Abuse, and Mental Health Administration. The Center will carry out a national program of prevention, education and early intervention activities to facilitate, monitor and, as necessary, support Federal activities in cooperation with public and volunteer efforts;

- Enhanced epidemiology and surveillance systems at the Department of Health and Human Services which will assure accurate tracking of the incidence and prevalence of alcohol and drug use and improved identification of risk factors and risk groups;

- Expanded research by the Department of Health and Human Services to strengthen means to prevent, identify and treat illegal drug use;

- Consultations between the Secretary of Health and Human Services and the Director of the Office of Personnel Management to ensure that Federal drug abuse prevention programs are using the most accurate and effective strategies and materials available; and

- Guidelines on drug testing and rehabilitation programs by the Director of the Office of Personnel Management in consultation with the Secretary of Health and Human Services.

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(Summary and Initiatives Cont.)

GOAL #4 - IMPROVE INTERNATIONAL COOPERATION

President Reagan has implemented a foreign policy that vigorously seeks to interdict and eradicate illegal drugs in foreign source and transhipment countries. Earlier this year, the President identified the international trafficking of illegal drugs as a threat to national security. This goal will build on what has already been accomplished and move forward to obtain full and active cooperation from every country with which the United States must work in drug enforcement and prevention programs.

The President has directed the establishment of:

- A conference for U.S. Ambassadors to convene in October 1986 to convey an international sense of urgency and to discuss increased regional cooperation; and

- Title IV of the President's "Drug Free America Act of 1986" to emphasize the need for increased international cooperation in the fight against drugs.

GOAL #5 - STRENGTHEN LAW ENFORCEMENT

Vigorous drug law enforcement reduces the availability of illegal drugs in the United States, deters drug-related crime and creates an environment favorable to the implementation and development of long-range programs to eliminate the production and use of illegal drugs. Since the early days of the Administration, President Reagan has provided strong personal leadership to the drug law enforcement effort, expanding Federal drug law enforcement to the highest level in U.S. history. This goal will build upon the existing major programs by taking steps to hit drug traffickers with renewed force.

The President has directed the establishment of:

- The Southwest Border initiative, known as Operation Alliance. It was recently established to increase cooperative drug law enforcement along the United States-Mexico border and will increase the Administration's already strong drug law enforcement budget by about $400 million;

- A companion $100 million, Southeast Border initiative is being developed to enhance the drug enforcement capabilities along the entire southern border; and

- Title V of the Administration's "Drug-Free America Act of 1986" will strengthen the tools available to law enforcement personnel and the courts to ensure suitable punishment for drug traffickers.

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(Summary and Initiatives Cont.)

GOAL #6 - INCREASE PUBLIC AWARENESS AND PREVENTION

Every person must become involved in the President and Mrs. Reagan's crusade to make illegal drug use unacceptable in our society. Attitudes have changed, awareness has increased, and many people are seeking ways to join in the fight.

- President and Mrs Reagan will continue to challenge and encourage citizens and private organizations to participate in the national crusade to eliminate the use of illegal drugs.

- The President has directed the establishment of:

  -- an initiative for a drug-free America to promote and identify related private sector efforts and potential sources of support for drug prevention activities;

  -- a high-level interagency working group to provide oversight and coordination of initiatives to encourage private sector efforts;

  -- partnership between the Secretary of Housing and Urban Development and the Attorney General, the Secretary of Health and Human Services, and the Secretary of Labor to work with local Public Housing Authorities, state and Federal law enforcement officials, and appropriate local agencies to achieve drug-free public housing; and

  -- a proposed Center for Substance Abuse Prevention in the Alcohol, Drug Abuse and Mental Health Administration as a central reference point with a toll-free number for technical assistance, information and general referrals.

- The Administration will encourage the use of the theme of "Just Say No" as a consistent message in campaigns against the use of illegal drugs.

- Employers will be encouraged to broadened employee assistance programs to include prevention and education not only for their employees, but for their families and their communities.

- A major media campaign of public service announcements on the problems and dangers of drug abuse will be encouraged.

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THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release September 15, 1986

THE DRUG-FREE AMERICA ACT OF 1986

FACT SHEET

INTRODUCTION

The President is sending to Congress a legislative package, entitled the "Drug-Free America Act of 1986," comprised of six titles to address the problem of illegal drug use and drug trafficking. This legislation is designed to curtail the use of illegal drugs by: 1) reducing the demand for illegal drugs through prevention and education programs in both the workplace and in our schools; and 2) reducing the supply of illegal drugs by adding or amending criminal law provisions designed to punish drug traffickers, eliminating drug trafficking operations, and enhancing international cooperation. Additional provisions of the Act extend and make improvements in substance abuse services programs and remove statutory impediments to a public sector-private sector partnership to make America drug-free.

Title I, the "Drug-Free Federal Workplace Act of 1986," amends two statutes, the Rehabilitation Act and the Civil Service Reform Act, to make clear that they do not bar personnel actions to achieve drug-free workplaces.

Title II, the "Drug-Free Schools Act of 1986," is designed to promote excellence in American education by achieving and maintaining a drug-free environment in our nation's schools.

Title III, the "Substance Abuse Services Amendments of 1986," extends and makes improvements in substance abuse services programs.

Title IV, the "Drug Interdiction and International Cooperation Act of 1986," amends the Controlled Substances Act to provide forfeiture provisions relating to foreign drug activities; repeals the "Mansfield Amendment" which has impeded United States drug enforcement activities overseas; facilitates deportation of illegal aliens involved in drug trafficking; significantly strengthens the Customs laws in order to curtail drug smuggling; and amends the authority of the Coast Guard to stop and board vessels for violations of United States drug laws.

Title V, the "Anti-Drug Enforcement Act of 1986," provides a series of statutory amendments 1) raising penalties for large-scale domestic drug trafficking and providing mandatory minimum penalties; 2) requiring mandatory punishment for simple possession of controlled substances; 3) providing the death penalty for murder related to large scale continuing drug enterprises; and 4) raising the punishment of those who engage the services of minors in drug trafficking. Additional provisions in Title V are designed to: modernize and clarify the statutory basis for the activities of the United States Marshals Service; establish a system of record keeping and identification requirements to keep precursor and essential chemicals out of the hands of drug traffickers and to identify suspicious purchasers of these chemicals; combat money laundering; attack the problem of controlled substance analogs

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(popularly known as synthetic or "designer" drugs); expand permissible uses of the Department of Justice Assets Forfeiture Fund and provide for forfeiture of additional assets of drug traffickers; and provide a good faith exception to the Exclusionary Rule.

Title VI, the "Public Awareness and Private Sector Initiatives Act of 1986," provides two amendments that are designed to remove statutory impediments to ongoing efforts to recruit private sector groups for volunteer programs to educate the public about the dangers of drug use.

TITLE I

The "Drug-Free Federal Workplace Act of 1986," amends two statutes, the Rehabilitation Act and the Civil Service Reform Act, to make clear that they do not bar personnel actions to achieve drug-free workplaces.

The statement of findings recognizes that illegal drug use is having alarming and tragic effects on the national work force and costs billions of dollars each year in lost productivity. It further notes that the Federal government is the largest employer and ought to lead the way in making clear that drug use in the workplace will not be tolerated. Additionally, safe transportation of people and goods is another critical objective of our national drug-free program.

The bill amends the Rehabilitation Act to provide that the term "handicapped individual" (i.e., those who are entitled to benefits and protections under the Act) does not include someone whose only "handicap" is his addiction to or use of, illegal drugs. This would ensure that if the Federal government or another covered employer attempted to take disciplinary action against an individual for his or her use of drugs, the employee could not claim that such discipline against him or her was prohibited discrimination under the Rehabilitation Act. The bill would affect non-Federal employee drug users who are employees of Federal contractors and employees and participants under programs and activities receiving Federal financial assistance; such individuals could no longer benefit from the protections provided to "handicapped individuals" under the Act.

The bill also makes a similar conforming change to the Civil Service Reform Act to make clear that nothing in that Act would "permit or require the employment of an applicant or employee" who uses illegal drugs. Absent this change, a drug-using employee might attempt to argue that his off duty drug use has no "nexus" or relationship to the performance on the job, and that under section 2302(b)(10) of Title 5, it would be a "prohibited personnel practice" to take disciplinary action against him.

Finally, the Act would become effective on its date of enactment and would apply to all pending litigation.

TITLE II

The "Drug-Free Schools Act of 1986" would authorize a new State-administered grant program to assist State and local educational agencies to establish a drug-free learning environment within elementary and secondary schools and to prevent drug use among students.

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The bill authorizes the appropriation of $100 million for fiscal year 1987 and such sums as may be necessary thereafter through fiscal year 1991, and it prescribes how funds would be allotted.

The bill also authorizes State projects, including: training for teachers and school administrators; the development and implementation of curricula and teaching materials to prevent drug and alcohol use; educating parents about the symptoms and effects of drug use; and cooperative programs between schools and law enforcement agencies and drug and alcohol treatment programs.

The bill authorizes funds for local projects to be undertaken by educational agencies. An agency must first submit to the State educational agency a three-year plan (described in the bill) for achieving and maintaining drug-free elementary and secondary schools. Agencies will be required to demonstrate progress in achieving the goal of drug-free schools before it could receive additional aid. The bill establishes the Federal share of the cost of local projects as no more than 67 percent.

The bill authorizes the Secretary of Education to carry out national programs directly, or through grants, contracts, or cooperative agreements with State or local educational agencies, institutions of higher education, and other public and private agencies, organizations, and institutions and to coordinate activities with the Secretary of Health and Human Services, when appropriate.

The bill specifies that it shall not be unlawful under Federal law for any educational institution to require as a condition of admission or continued enrollment that students refrain from the use of illegal drugs. The bill also provides that it shall not be unlawful under Federal law for any educational institution to conduct drug testing of its students or applicants for admission to determine if they use illegal drugs and to take disciplinary action against a student, including suspension or expulsion, who uses illegal drugs.

Finally, the bill requires that State and local educational agencies use funds under the Act to supplement and, to the extent practicable, increase the amount of non-Federal funds that would, in the absence of Federal funds, be made available for the purposes of the Act, and not to supplant such non-Federal funds.

TITLE III

The "Substance Abuse Services Amendments of 1986" authorizes appropriations of $490 million for fiscal year 1988 and such sums as may be necessary for fiscal years 1989 through 1992 for the alcohol and drug abuse and mental health services block grant program administered by the Department of Health and Human Services.

The bill also eliminates various restrictions now imposed on States on the uses of funds under the block grant. These changes have long been sought by some State officials who claim that existing restrictions on the block grant severely

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restrict their ability to combat alcohol and drug abuse. These changes give States greater flexibility in making funds available for services which are most needed.

TITLE IV

Title IV, the "Drug Interdiction and International Cooperation Act of 1986," consists of several sections: The "International Forfeiture Enabling Act of 1986" adds a new section to the Controlled Substances Act to provide for civil forfeiture of assets derived from drug trafficking in foreign countries which are found in the United States. Such legislation has been called for by working groups of drug law enforcement experts from around the world meeting under the auspices of the United Nations and the Organization of American States. This legislation also provides for the sharing of forfeited assets (or proceeds from their sale) with foreign governments where there was joint cooperation in a particular investigation or where required by an international agreement, such as our recent Mutual Legal Assistance Treaty with Italy.

The "Mansfield Amendment Repeal Act of 1986" repeals the provision of current law which impedes the activities of United States law enforcement officers overseas. While no dramatic change is contemplated in our enforcement activities in areas of foreign jurisdiction, experience has shown that existing law needlessly impedes effective cooperation between United States and foreign law enforcement officials.

The "Narcotic Traffickers Deportation Act of 1986" removes the unnecessary distinction in Title 21 of the United States Code among narcotic drugs, cocaine, marijuana, and other controlled substances for purposes of describing offenses for deportation under the immigration statutes. Presently, a sentencing judge has statutory authority to make a binding recommendation to the Attorney General that aliens convicted of a variety of Federal offenses not be deported. One exception to this authority involves aliens who have been convicted of drug offenses explicitly listed in the immigration statutes. It expands this exception to allow deportation, without judicial involvement, in all matters involving controlled substance offenses.

The "Customs Enforcement Act of 1986" combines and strengthens the existing reporting requirements for certain vessels, aircraft, vehicles, and pedestrians entering the country, as found in various provisions of the Tariff Act of 1930 and the Federal Aviation Act. The bill strengthens provisions for the forfeiture, storage, and destruction of seized merchandise and adds various civil and criminal penalties for the unlawful unloading or transhipment of merchandise.

The "Maritime Drug Law Enforcement Prosecution Improvements Act of 1986" codifies those circumstances under which United States and international law permit the Coast Guard to board vessels to enforce United States law. It serves to reduce needless litigation related to criminal prosecution of those transporting illegal drugs by sea.

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TITLE V

The "Anti-Drug Enforcement Act of 1986" is composed of several elements: The "Drug Penalties Enhancement Act of 1986" contains a series of amendments to the Controlled Substances Act that set out penalties for large-scale domestic drug trafficking.

The legislation increases the maximum term of imprisonment authorized for large scale drug trafficking up to life for a second offense, provides mandatory minimum terms of imprisonment for such large scale trafficking, and increases fines for first and repeat offenders. It broadens the scope of this statute to cover cocaine and marijuana as well as other especially dangerous narcotics.

The bill also contains mandatory terms of imprisonment for large scale drug traffickers in cases where death results from someone using drugs supplied by the trafficker. The maximum term of imprisonment for trafficking in smaller amounts of controlled substances is raised from fifteen to twenty years, and fines are also increased for trafficking in smaller amounts.

The "Drug Possession Penalty Act of 1986" amends the provisions of the Controlled Substances Act setting out the punishment for simple possession of controlled substances. It provides for a mandatory large fine for a first offense and mandatory jail term for a second or subsequent offense.

The "Continuing Drug Enterprise Penalty Act of 1986" amends the Continuing Criminal Enterprise Statute to increase fines and provides for the death penalty for those who intentionally cause death while committing an offense under this "drug kingpin" statute. This provision is similar to the capital punishment provision recently approved by the House of Representatives.

The "United States Marshals Service Act of 1986" clarifies the statutory basis for the activities of the Marshals Service. The Marshals Service is responsible for assuring that dangerous prisoners are produced for trial, courts operate safely and securely, witnesses are protected from threat, fugitives are tracked down and apprehended, and drug assets are seized and managed until they can be disposed of with the proceeds ultimately returned to the United States Treasury.

The "Controlled Substances Import and Export Penalties Enhancement Act of 1986" conforms the penalties for import and export violations to those established in the Controlled Substances Act, as amended in the Drug Penalties Enhancement Act of 1986, supra, including the mandatory minimum and greater maximum sentences.

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The "Juvenile Drug Trafficking Act of 1986" provides for an enhanced fine and jail term for adults who act in concert with a person under 21 in violating the Controlled Substances Act. In addition, provisions of the Controlled Substances Act which prohibit the distribution of controlled substances within 1,000 feet of a public, private, elementary, or secondary school are strengthened to also prohibit the manufacturing of a controlled substance within that area. The category of protected institutions is also expanded to include vocational schools, colleges, and universities.

The "Chemical Diversion and Trafficking Act of 1986" expands the Controlled Substances Act by establishing a system of record keeping and identification requirements that are designed to keep drug precursor and essential chemicals out of the hands of drug traffickers and identify suspicious purchasers of these chemicals.

The "Money Laundering Crimes Act of 1986" attacks money laundering by directly punishing money laundering as an offense (in comparison with present law which punishes only the failure to file certain currency transaction reports). The bill also includes stiff penalties and criminal and civil forfeiture provisions as additional sanctions for money launderers. Moreover, to facilitate investigation and prosecution, the offense of money laundering would be added as a predicate for purposes of the wiretap, RICO and ITAR (Interstate Travel in Aid of Racketeering) statutes. The Right to Financial Privacy Act would be amended to encourage financial institutions voluntarily to provide law enforcement authorities with information about suspected criminal activities. The bill also strengthens the enforcement provisions in the Bank Secrecy Act. The provisions of this bill are similar to the Money Laundering and Related Crimes Act transmitted to the Congress.

The "Controlled Substances Technical Amendments Act of 1986" provides a series of technical amendments to the Controlled Substances Act which, in the aggregate, would significantly aid Federal investigators and prosecutors.

The "Controlled Substance Analogs Enforcement Act of 1986" adds a new section to the Controlled Substances Act making it unlawful to manufacture with the intent to distribute, to distribute or to process controlled substance analogs (popularly known as synthetic or "designer" drugs) intended for human consumption unless such action is in conformance with the Federal Food, Drug, and Cosmetic Act, regarding new drug approval. This is similar to the proposal transmitted to the Congress.

The "Asset Forfeiture Amendments Act of 1986" strengthens the special fund established in 1984 to encourage increased drug forfeitures by providing a mechanism to finance forfeiture-related expenses incurred by Federal law enforcement agencies. The bill also amends the RICO and drug forfeiture provisions, as enacted by the Comprehensive Crime Control Act of 1984, to add a provision permitting forfeiture of so-called "substitute assets" of a defendant whose property subject to forfeiture upon conviction could not be forfeited because, e.g., of its transfer to a third party, or its transfer outside the United States.

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The "Exclusionary Rule Limitation Act of 1986" clarifies the admissibility of evidence if the search for and resulting seizure of the evidence were undertaken in an objectively reasonable belief that it was in conformity with the Fourth Amendment to the Constitution. This expands upon the recent decision of the Supreme Court of the United States which recognized that the purpose of the Exclusionary Rule is to deter police misconduct and that the purpose of the Rule is not served where the officer involved in a seizure of evidence was properly trained and had both an objectively reasonable and good faith belief that the officer was acting properly.

TITLE VI

The "Public Awareness and Private Sector Initiatives Act of 1986" makes two changes to remove statutory impediments to ongoing efforts to recruit private sector groups for volunteer programs to educate the public about the dangers of drug use. Both changes are limited in scope and do not reflect any fundamental criticism of the statutes being amended. Instead, they merely seek to change anamolies in the law, which we do not believe the Congress ever intended, to ensure that they do not interfere with efforts to establish a public sector/private sector partnership seeking a drug-free America.

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EXECUTIVE SECRETARIAT
ROUTING SLIP

TO:		ACTION	INFO	DATE	INITIAL
1	DCI		1 X		
2	DDCI		3 X		
3	EXDIR		4 X		
4	D/ICS				
5	DDI				
6	DDA		5 X		
7	DDO				
8	DDS&T				
9	Chm/NIC				
10	GC		6 X		
11	IG				
12	Compt				
13	D/OLL				
14	D/PAO				
15	D/PERS				
16	VC/NIC				
17	D/OMS/DA		7 X		
18	NIO/NARC		8 X		
19	ER		2 X		
20					
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22					
	SUSPENSE				

Date

Remarks The GC "fix", protecting DCI (as well as NSA and DIA) authorities re implementation has been included (see Section 6 (c).)

STAT

Executive Secretary

16 Sept 86

Date

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Executive Registry
86- 4211x

THE WHITE HOUSE
WASHINGTON

CABINET AFFAIRS STAFFING MEMORANDUM

Date: 9-15-86 **Number:** 317193CA **Due By:** _____

Subject: DRUG ABUSE INITIATIVE

	Action	FYI
ALL CABINET MEMBERS	☐	☐
Vice President	☐	☑
State	☐	☑
Treasury	☐	☑
Defense	☐	☑
Justice	☐	☑
Interior	☐	☑
Agriculture	☐	☑
Commerce	☐	☑
Labor	☐	☑
HHS	☐	☑
HUD	☐	☑
Transportation	☐	☑
Energy	☐	☑
Education	☐	☑
Chief of Staff	☐	☑
OMB	☐	☑
CIA	☐	☑
UN	☐	☑
USTR	☐	☑
EPA	☐	☐
GSA	☐	☐
NASA	☐	☐
OPM	☐	☐
SBA	☐	☐
VA	☐	☐

	Action	FYI
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Poindexter	☐	☐
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REMARKS: Attached are the papers released to the press in today's White House press briefing on the President's drug abuse initiative.

RETURN TO:

☐ **Alfred H. Kingon**
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THE WHITE HOUSE

Office of the Press Secretary

For Release at 11:00 am EDT September 15, 1986

THE PRESIDENT'S DRUG ABUSE INITIATIVES

Attached information related to the President's initiatives:

1. Executive Summary/Fact Sheet
2. Executive Order Fact Sheet
3. Executive Order
4. Summary of Legislation
5. Legislative Package Transmittal Letter
6. Fact Sheet on Additional FY87 Budget Proposals
7. Current Accomplishments in Campaign Against Drug Abuse
8. Summary of Presidential Goals and Other Agency Initiatives

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EXECUTIVE SUMMARY/FACT SHEET

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THE WHITE HOUSE

Office of the Press Secretary

For Immedate Release September 15, 1986

PRESIDENT REAGAN'S COMMITMENT
TO THE NATIONAL CRUSADE AGAINST DRUGS

Executive Summary/Fact Sheet

Personal Leadership

The President has committed the prestige of his office, the leadership of his own personal example, the example of his immediate staff and that of the Federal government in leading America to becoming a drug-free society.

- Drug abuse was a major national problem when President Reagan took office in 1981, and fighting drug abuse became one of his earliest priorities. There have been many successes. But there is more that needs to be done.

- On August 4, the President declared a redoubled effort to lead America in ending the ruined lives, destroyed families, and weakened communities caused by drug abuse. Illegal drug use is not a private matter. All Americans must pay the social, health, and economic costs that drug abuse brings to our communities.

- The Federal role in fighting drug abuse is vital, but it is only a component of what must be the total resolve of our nation to end illegal drug use. All segments of American society -- labor, business, the clergy, educators, and those in sports and media must share in the role of making drug abuse unacceptable.

- The President's new program involves six goals: eliminating illegal drugs from our workplaces; eliminating drug abuse from our schools; providing effective treatment for those suffering from past drug abuse; improving international cooperation to stop the inflow of illegal drugs; further strengthening law enforcement; and increasing public awareness and drug abuse prevention.

The President is committed to using all the tools at his disposal to accomplish his six goals and to bring the full force of the Federal government in the crusade against illegal drugs.

Executive Action -- Executive Order to Achieve a Drug Free Federal Workplace

Consistent with his authority as President and as head of America's largest employer (2.8 million civilian employees), the President has determined that the Federal workforce should be a model for eliminating drug abuse from the workplace.

With an Executive order and proposed changes in laws governing federal employment (Title I; The Drug-Free America Act of 1986), the President has ordered reforms that will improve the health, safety, and productivity of Federal workers and encourage state and local governments, as well as private sector employers, to work for a drug free workplace.

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Legislative and Administrative Proposals -- Nearly $900 million in Increased Resources and Tougher Laws

Increased resources called for in the President's Drug-Free America Act of 1986 and budget proposals will bring nearly $900 million of increased resources to the Federal effort to fight drug abuse. These additional resources, combined with existing efforts, amount to nearly $3.2 billion for FY 1987.

Budget Proposals

- Drug-Free Work Places ($56 million)

  Additional resources will be dedicated to implementing the President's policy against illegal drug use by Federal employees.

- Drug Free Schools ($100 million)

  The Department of Education will provide $80 million in assistance to local school districts for teacher training, technical assistance, and efforts to coordinate with state law enforcement agencies. $20 million will be devoted to the development of program models, materials, and research.

- Capacity-Building Grants to States ($100 million)

  Administered by the Public Health Service under its existing authority, the Administration proposes to dedicate $100 million in grants to States to enhance drug abuse treatment capacity.

- Community Systems Development Programs ($69 million)

  The Department of Health and Human Services will provide financial assistance (on a matching basis with declining Federal share) to communities to assist them in integrating efforts to reduce drug abuse and build upon existing public and private sector institutions.

- Increased Law Enforcement and Interdiction ($500 million)

  Redoubled enforcement resources will be applied to fighting illegal drug trafficking on the Southwest Boarder ($400 million) in the Southeastern United States ($100 million).

- Prevention Activities ($30 million)

  The Department of Health and Human Services will increase its capacity to assist public and volunteer efforts and to disseminate information gained from prevention research.

- Research ($34 million)

  The Administration will research better and more effective methods of preventing, detecting, diagnosing, and treating illicit drug use and intervening with high risk children and adolescents.

- Public Awareness ($5 million)

  Private sector initiatives and work at all levels of government will be expanded by the White House and ACTION to foster and promote volunteerism.

Consistent with the President's commitment to fiscal responsibility, these budget proposals redirect resources within the existing Federal budget. Approximately $384 million along with offsets in that amount will be submitted to the Congress as amendments to the President's FY 1987 budget request and existing law. The remainder will be redirected by the heads of the appropriate agencies.

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Drug-Free America Act of 1986

The President has sent to Congress his comprehensive "Drug-Free America Act of 1986," and is strongly committed to its passage before adjournment of the 99th Congress.

The President's proposed legislation contains six titles that represent the six goals of the Administration's anti-drug abuse effort. Title I is intended to work in tandem with the President's Executive order for a drug free federal work place. Specific provisions include:

- Title I -- The "Drug-Free Federal Workplace Act of 1986" together with the President's Executive order, assists the Federal Government, as the Nation's largest employer to set an example for all employers to provide drug-free workplaces. It amends two statutes, the Rehabilitation Act and The Civil Service Reform Act, to make clear that they do not bar personnel actions to achieve drug-free workplaces.

- Title II -- The "Drug-Free Schools Act of 1986" authorizes $100 million in FY 1987 to promote excellence in American education by achieving and maintaining a drug-free learning environment in our nations's elementary and secondary schools.

- Title III -- The "Substance Abuse Services Amendments of 1986" responds to the grave health threats posed by the use of illegal drugs. It will extend from FY 1988 through FY 1992, a block grant under which funds are made available to the states for alcohol, drug abuse, and mental health programs. The Title also eliminates unnecessary restrictions in current law that limit the flexibility of the states to put these funds to work where they are most needed.

- Title IV -- The "Drug Interdiction and International Cooperation Act of 1986" emphasizes the need for greater international cooperation. Title IV provides forfeiture provisions relating to foreign drug activities; repeals the "Mansfield Amendment" which has impeded United States drug enforcement activities overseas; facilitates deportation of illegal aliens involved in drug trafficking; significantly strengthens the Customs laws in order to curtail drug smuggling; and amends the authority of the Coast Guard to stop and board vessels for violations of United States drug laws.

- Title V -- The "Anti Drug Enforcement Act of 1986" contains several measures to strengthen the ability of our law enforcement personnel and courts to ensure that those convicted of illegal drug offenses are suitably punished and deprived of the profits of their crimes. Title V raises penalties for large-scale domestic drug trafficking and provides mandatory minimum penalties; requires mandatory punishment for simple possession of controlled substances; provides the death penalty for murder related to large scale continuing drug enterprises; and raises the punishment of those who engage the services of minors in drug trafficking.

- Title VI -- The "Public Awareness and Private Sector Initiatives Act of 1986" removes statutory impediments for increased cooperation between the private sector and the government in educating the public about the hazards of drug abuse by removing statutory impediments.

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EXECUTIVE ORDER FACT SHEET

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THE WHITE HOUSE

Office of the Press Secretary

For Immedate Release September 15, 1986

PRESIDENT REAGAN'S COMMITMENT
TO THE NATIONAL CRUSADE AGAINST DRUGS

The President's Executive Order for a Drug Free Federal Workplace

Today, the President, as head of the 2.8 million civilian Federal workforce, signed an Executive order establishing a policy against the use of illegal drugs by Federal employees, whether on-duty or off-duty. (The military services have separate procedures for detecting drug use and are not covered by this order.)

The first of the six goals announced by the President in August is to provide all Americans a drug-free workplace. The President's Executive order gives Federal workers the same opportunity to enjoy a drug-free workplace that an increasing number of private sector employers are providing their employees.

The President directed the head of each Executive agency to develop plans to achieve the objective of a drug-free workplace.

Programs to be Implemented by Agency Heads

The head of each Executive agency is required to develop plans that must include:

- o A statement of agency policy regarding illegal drug use.
- o Employee Assistance Programs emphasizing education, counseling, referral to rehabilitation and coordination with community resources.
- o Supervisory training to assist in identifying and addressing drug abuse by agency employees.
- o Procedures for individual employees to voluntarily seek counseling for rehabilitation services and for supervisors to make such referrals which protect personal privacy.
- o Procedures for identifying illegal drug users.

Drug Testing

The Executive order authorizes the use of drug testing programs as a diagnostic tool to identify drug use in certain circumstances and among certain employees.

- o The head of an agency must establish a testing program for employees in sensitive positions based on the agency's mission, the employees' duties, and the potential consequences of employee drug use to public health and safety or to national security.
- o The head of an agency may order the testing of any employee (1) when there is a reasonable suspicion that the employee uses illegal drugs, (2) as part of an investigation of an accident or unsafe practice, and (3) as part of or as a follow-up to counseling or rehabilitation through an Employee Assistance Program.

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- Voluntary testing programs will be established for employees in nonsensitive positions. Applicants may be tested at the discretion of the hiring agency.

Measures to be Taken Against Illegal Drug Users

- Users of illegal drugs will be subject to appropriate disciplinary actions (ranging from private reprimand to determinate suspensions) unless they voluntarily seek assistance.

- All employees found to be using illegal drugs, in addition to other personnel actions, will be referred to an Employee Assistance Program for counseling and appropriate treatment or rehabilitation.

- Employees in sensitive positions who are found to use illegal drugs will not be permitted to remain on duty. However, agency heads may allow an employee to return to duty after successful completion of rehabilitation.

- Any employee who uses illegal drugs and refuses counseling or rehabilitation or returns to using illegal drugs after a rehabilitation effort will be removed from Federal service.

Protection of Employees

- Testing procedures must include notification 60 days prior to the start of a drug testing program, an opportunity to submit documentation to support legitimate medical use of drugs, and procedures to protect the confidentiality of test results and medical records.

- Disciplinary actions must be in compliance with laws governing the personnel practices of the Federal government (Civil Service Reform Act and Rehabilitation Act). An employee will be able to challenge any finding that he or she uses illegal drugs, including the results of any underlying drug test.

- Testing procedures must allow individual privacy, unless the agency has reason to believe that a particular individual may alter or substitute the specimen.

- All testing must be done in accordance with technical and scientific guidelines issued by the Department of Health and Human Services. Unconfirmed test results will not be used as a basis to discipline any employee.

- Testing pursuant to the Executive order cannot be done to gather criminal evidence, and agencies are not required to report any such evidence.

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EXECUTIVE ORDER

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THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release September 15, 1986

EXECUTIVE ORDER

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DRUG-FREE FEDERAL WORKPLACE

I, RONALD REAGAN, President of the United States of America, find that:

Drug use is having serious adverse effects upon a significant proportion of the national work force and results in billions of dollars of lost productivity each year;

The Federal government, as an employer, is concerned with the well-being of its employees, the successful accomplishment of agency missions, and the need to maintain employee productivity;

The Federal government, as the largest employer in the Nation, can and should show the way towards achieving drug-free workplaces through a program designed to offer drug users a helping hand and, at the same time, demonstrating to drug users and potential drug users that drugs will not be tolerated in the Federal workplace;

The profits from illegal drugs provide the single greatest source of income for organized crime, fuel violent street crime, and otherwise contribute to the breakdown of our society;

The use of illegal drugs, on or off duty, by Federal employees is inconsistent not only with the law-abiding behavior expected of all citizens, but also with the special trust placed in such employees as servants of the public;

Federal employees who use illegal drugs, on or off duty, tend to be less productive, less reliable, and prone to greater absenteeism than their fellow employees who do not use illegal drugs;

The use of illegal drugs, on or off duty, by Federal employees impairs the efficiency of Federal departments and agencies, undermines public confidence in them, and makes it more difficult for other employees who do not use illegal drugs to perform their jobs effectively. The use of illegal drugs, on or off duty, by Federal employees also can pose a serious health and safety threat to members of the public and to other Federal employees;

The use of illegal drugs, on or off duty, by Federal employees in certain positions evidences less than the complete reliability, stability, and good judgment that is consistent with access to sensitive information and creates the possibility of coercion, influence, and irresponsible action under pressure that may pose a serious risk to national security, the public safety, and the effective enforcement of the law; and

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Federal employees who use illegal drugs must themselves be primarily responsible for changing their behavior and, if necessary, begin the process of rehabilitating themselves.

By the authority vested in me as President by the Constitution and laws of the United States of America, including section 3301(2) of Title 5 of the United States Code, section 7301 of Title 5 of the United States Code, section 290ee-1 of Title 42 of the United States Code, deeming such action in the best interests of national security, public health and safety, law enforcement and the efficiency of the Federal service, and in order to establish standards and procedures to ensure fairness in achieving a drug-free Federal workplace and to protect the privacy of Federal employees, it is hereby ordered as follows:

Section 1. Drug-Free Workplace.

(a) Federal employees are required to refrain from the use of illegal drugs.

(b) The use of illegal drugs by Federal employees, whether on duty or off duty, is contrary to the efficiency of the service.

(c) Persons who use illegal drugs are not suitable for Federal employment.

Sec. 2. Agency Responsibilities.

(a) The head of each Executive agency shall develop a plan for achieving the objective of a drug-free workplace with due consideration of the rights of the government, the employee, and the general public.

(b) Each agency plan shall include:

(1) A statement of policy setting forth the agency's expectations regarding drug use and the action to be anticipated in response to identified drug use;

(2) Employee Assistance Programs emphasizing high level direction, education, counseling, referral to rehabilitation, and coordination with available community resources;

(3) Supervisory training to assist in identifying and addressing illegal drug use by agency employees;

(4) Provision for self-referrals as well as supervisory referrals to treatment with maximum respect for individual confidentiality consistent with safety and security issues; and

(5) Provision for identifying illegal drug users, including testing on a controlled and carefully monitored basis in accordance with this Order.

Sec. 3. Drug Testing Programs.

(a) The head of each Executive agency shall establish a program to test for the use of illegal drugs by employees in sensitive positions. The extent to which such employees are tested and the criteria for such testing shall be determined by the head of each agency, based upon the nature of the agency's mission and its employees' duties, the efficient

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use of agency resources, and the danger to the public health and safety or national security that could result from the failure of an employee adequately to discharge his or her position.

(b) The head of each Executive agency shall establish a program for voluntary employee drug testing.

(c) In addition to the testing authorized in subsections (a) and (b) of this section, the head of each Executive agency is authorized to test an employee for illegal drug use under the following circumstances:

(1) When there is a reasonable suspicion that any employee uses illegal drugs;

(2) In an examination authorized by the agency regarding an accident or unsafe practice; or

(3) As part of or as a follow-up to counseling or rehabilitation for illegal drug use through an Employee Assistance Program.

(d) The head of each Executive agency is authorized to test any applicant for illegal drug use.

Sec. 4. Drug Testing Procedures.

(a) Sixty days prior to the implementation of a drug testing program pursuant to this Order, agencies shall notify employees that testing for use of illegal drugs is to be conducted and that they may seek counseling and rehabilitation and inform them of the procedures for obtaining such assistance through the agency's Employee Assistance Program. Agency drug testing programs already ongoing are exempted from the 60-day notice requirement. Agencies may take action under section 3(c) of this Order without reference to the 60-day notice period.

(b) Before conducting a drug test, the agency shall inform the employee to be tested of the opportunity to submit medical documentation that may support a legitimate use for a specific drug.

(c) Drug testing programs shall contain procedures for timely submission of requests for retention of records and specimens; procedures for retesting; and procedures, consistent with applicable law, to protect the confidentiality of test results and related medical and rehabilitation records. Procedures for providing urine specimens must allow individual privacy, unless the agency has reason to believe that a particular individual may alter or substitute the specimen to be provided.

(d) The Secretary of Health and Human Services is authorized to promulgate scientific and technical guidelines for drug testing programs, and agencies shall conduct their drug testing programs in accordance with these guidelines once promulgated.

Sec. 5. Personnel Actions.

(a) Agencies shall, in addition to any appropriate personnel actions, refer any employee who is found to use illegal drugs to an Employee Assistance Program for assessment, counseling, and referral for treatment or rehabilitation as appropriate.

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(b) Agencies shall initiate action to discipline any employee who is found to use illegal drugs, provided that such action is not required for an employee who:

(1) Voluntarily identifies himself as a user of illegal drugs or who volunteers for drug testing pursuant to section 3(b) of this Order, prior to being identified through other means;

(2) Obtains counseling or rehabilitation through an Employee Assistance Program; and

(3) Thereafter refrains from using illegal drugs.

(c) Agencies shall not allow any employee to remain on duty in a sensitive position who is found to use illegal drugs, prior to successful completion of rehabilitation through an Employee Assistance Program. However, as part of a rehabilitation or counseling program, the head of an Executive agency may, in his or her discretion, allow an employee to return to duty in a sensitive position if it is determined that this action would not pose a danger to public health or safety or the national security.

(d) Agencies shall initiate action to remove from the service any employee who is found to use illegal drugs and:

(1) Refuses to obtain counseling or rehabilitation through an Employee Assistance Program; or

(2) Does not thereafter refrain from using illegal drugs.

(e) The results of a drug test and information developed by the agency in the course of the drug testing of the employee may be considered in processing any adverse action against the employee or for other administrative purposes. Preliminary test results may not be used in an administrative proceeding unless they are confirmed by a second analysis of the same sample or unless the employee confirms the accuracy of the initial test by admitting the use of illegal drugs.

(f) The determination of an agency that an employee uses illegal drugs can be made on the basis of any appropriate evidence, including direct observation, a criminal conviction, administrative inquiry, or the results of an authorized testing program. Positive drug test results may be rebutted by other evidence that an employee has not used illegal drugs.

(g) Any action to discipline an employee who is using illegal drugs (including removal from the service, if appropriate) shall be taken in compliance with otherwise applicable procedures, including the Civil Service Reform Act.

(h) Drug testing shall not be conducted pursuant to this Order for the purpose of gathering evidence for use in criminal proceedings. Agencies are not required to report to the Attorney General for investigation or prosecution any information, allegation, or evidence relating to violations of Title 21 of the United States Code received as a result of the operation of drug testing programs established pursuant to this Order.

Sec. 6. Coordination of Agency Programs.

(a) The Director of the Office of Personnel Management shall:

(1) Issue government-wide guidance to agencies on the implementation of the terms of this Order;

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(2) Ensure that appropriate coverage for drug abuse is maintained for employees and their families under the Federal Employees Health Benefits Program;

(3) Develop a model Employee Assistance Program for Federal agencies and assist the agencies in putting programs in place;

(4) In consultation with the Secretary of Health and Human Services, develop and improve training programs for Federal supervisors and managers on illegal drug use; and

(5) In cooperation with the Secretary of Health and Human Services and heads of Executive agencies, mount an intensive drug awareness campaign throughout the Federal work force.

(b) The Attorney General shall render legal advice regarding the implementation of this Order and shall be consulted with regard to all guidelines, regulations, and policies proposed to be adopted pursuant to this Order.

(c) Nothing in this Order shall be deemed to limit the authorities of the Director of Central Intelligence under the National Security Act of 1947, as amended, or the statutory authorities of the National Security Agency or the Defense Intelligence Agency. Implementation of this Order within the Intelligence Community, as defined in Executive Order No. 12333, shall be subject to the approval of the head of the affected agency.

Sec. 7. Definitions.

(a) This Order applies to all agencies of the Executive Branch.

(b) For purposes of this Order, the term "agency" means an Executive agency, as defined in 5 U.S.C. 105; the Uniformed Services, as defined in 5 U.S.C. 2101(3) (but excluding the armed forces as defined by 5 U.S.C. 2101(2)); or any other employing unit or authority of the Federal government, except the United States Postal Service, the Postal Rate Commission, and employing units or authorities in the Judicial and Legislative Branches.

(c) For purposes of this Order, the term "illegal drugs" means a controlled substance included in Schedule I or II, as defined by section 802(6) of Title 21 of the United States Code, the possession of which is unlawful under chapter 13 of that Title. The term "illegal drugs" does not mean the use of a controlled substance pursuant to a valid prescription or other uses authorized by law.

(d) For purposes of this Order, the term "employee in a sensitive position" refers to:

(1) An employee in a position that an agency head designates Special Sensitive, Critical-Sensitive, or Noncritical-Sensitive under Chapter 731 of the Federal Personnel Manual or an employee in a position that an agency head designates as sensitive in accordance with Executive Order No. 10450, as amended;

(2) An employee who has been granted access to classified information or may be granted access to classified information pursuant to a determination of trustworthiness by an agency head under Section 4 of Executive Order No. 12356;

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(3) Individuals serving under Presidential appointments;

(4) Law enforcement officers as defined in 5 U.S.C. 8331(20); and

(5) Other positions that the agency head determines involve law enforcement, national security, the protection of life and property, public health or safety, or other functions requiring a high degree of trust and confidence.

(e) For purposes of this Order, the term "employee" means all persons appointed in the Civil Service as described in 5 U.S.C. 2105 (but excluding persons appointed in the armed services as defined in 5 U.S.C. 2102(2)).

(f) For purposes of this Order, the term "Employee Assistance Program" means agency-based counseling programs that offer assessment, short-term counseling, and referral services to employees for a wide range of drug, alcohol, and mental health programs that affect employee job performance. Employee Assistance Programs are responsible for referring drug-using employees for rehabilitation and for monitoring employees' progress while in treatment.

Sec. 8. Effective Date. This Order is effective immediately.

RONALD REAGAN

THE WHITE HOUSE,
September 15, 1986.

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SUMMARY OF LEGISLATION

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THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release September 15, 1986

THE DRUG-FREE AMERICA ACT OF 1986

FACT SHEET

INTRODUCTION

The President is sending to Congress a legislative package, entitled the "Drug-Free America Act of 1986," comprised of six titles to address the problem of illegal drug use and drug trafficking. This legislation is designed to curtail the use of illegal drugs by: 1) reducing the demand for illegal drugs through prevention and education programs in both the workplace and in our schools; and 2) reducing the supply of illegal drugs by adding or amending criminal law provisions designed to punish drug traffickers, eliminating drug trafficking operations, and enhancing international cooperation. Additional provisions of the Act extend and make improvements in substance abuse services programs and remove statutory impediments to a public sector-private sector partnership to make America drug-free.

Title I, the "Drug-Free Federal Workplace Act of 1986," amends two statutes, the Rehabilitation Act and the Civil Service Reform Act, to make clear that they do not bar personnel actions to achieve drug-free workplaces.

Title II, the "Drug-Free Schools Act of 1986," is designed to promote excellence in American education by achieving and maintaining a drug-free environment in our nation's schools.

Title III, the "Substance Abuse Services Amendments of 1986," extends and makes improvements in substance abuse services programs.

Title IV, the "Drug Interdiction and International Cooperation Act of 1986," amends the Controlled Substances Act to provide forfeiture provisions relating to foreign drug activities; repeals the "Mansfield Amendment" which has impeded United States drug enforcement activities overseas; facilitates deportation of illegal aliens involved in drug trafficking; significantly strengthens the Customs laws in order to curtail drug smuggling; and amends the authority of the Coast Guard to stop and board vessels for violations of United States drug laws.

Title V, the "Anti-Drug Enforcement Act of 1986," provides a series of statutory amendments 1) raising penalties for large-scale domestic drug trafficking and providing mandatory minimum penalties; 2) requiring mandatory punishment for simple possession of controlled substances; 3) providing the death penalty for murder related to large scale continuing drug enterprises; and 4) raising the punishment of those who engage the services of minors in drug trafficking. Additional provisions in Title V are designed to: modernize and clarify the statutory basis for the activities of the United States Marshals Service; establish a system of record keeping and identification requirements to keep precursor and essential chemicals out of the hands of drug traffickers and to identify suspicious purchasers of these chemicals; combat money laundering; attack the problem of controlled substance analogs

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(popularly known as synthetic or "designer" drugs); expand permissible uses of the Department of Justice Assets Forfeiture Fund and provide for forfeiture of additional assets of drug traffickers; and provide a good faith exception to the Exclusionary Rule.

Title VI, the "Public Awareness and Private Sector Initiatives Act of 1986," provides two amendments that are designed to remove statutory impediments to ongoing efforts to recruit private sector groups for volunteer programs to educate the public about the dangers of drug use.

TITLE I

The "Drug-Free Federal Workplace Act of 1986," amends two statutes, the Rehabilitation Act and the Civil Service Reform Act, to make clear that they do not bar personnel actions to achieve drug-free workplaces.

The statement of findings recognizes that illegal drug use is having alarming and tragic effects on the national work force and costs billions of dollars each year in lost productivity. It further notes that the Federal government is the largest employer and ought to lead the way in making clear that drug use in the workplace will not be tolerated. Additionally, safe transportation of people and goods is another critical objective of our national drug-free program.

The bill amends the Rehabilitation Act to provide that the term "handicapped individual" (i.e., those who are entitled to benefits and protections under the Act) does not include someone whose only "handicap" is his addiction to or use of, illegal drugs. This would ensure that if the Federal government or another covered employer attempted to take disciplinary action against an individual for his or her use of drugs, the employee could not claim that such discipline against him or her was prohibited discrimination under the Rehabilitation Act. The bill would affect non-Federal employee drug users who are employees of Federal contractors and employees and participants under programs and activities receiving Federal financial assistance; such individuals could no longer benefit from the protections provided to "handicapped individuals" under the Act.

The bill also makes a similar conforming change to the Civil Service Reform Act to make clear that nothing in that Act would "permit or require the employment of an applicant or employee" who uses illegal drugs. Absent this change, a drug-using employee might attempt to argue that his off duty drug use has no "nexus" or relationship to the performance on the job, and that under section 2302(b)(10) of Title 5, it would be a "prohibited personnel practice" to take disciplinary action against him.

Finally, the Act would become effective on its date of enactment and would apply to all pending litigation.

TITLE II

The "Drug-Free Schools Act of 1986" would authorize a new State-administered grant program to assist State and local educational agencies to establish a drug-free learning environment within elementary and secondary schools and to prevent drug use among students.

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The bill authorizes the appropriation of $100 million for fiscal year 1987 and such sums as may be necessary thereafter through fiscal year 1991, and it prescribes how funds would be allotted.

The bill also authorizes State projects, including: training for teachers and school administrators; the development and implementation of curricula and teaching materials to prevent drug and alcohol use; educating parents about the symptoms and effects of drug use; and cooperative programs between schools and law enforcement agencies and drug and alcohol treatment programs.

The bill authorizes funds for local projects to be undertaken by educational agencies. An agency must first submit to the State educational agency a three-year plan (described in the bill) for achieving and maintaining drug-free elementary and secondary schools. Agencies will be required to demonstrate progress in achieving the goal of drug-free schools before it could receive additional aid. The bill establishes the Federal share of the cost of local projects as no more than 67 percent.

The bill authorizes the Secretary of Education to carry out national programs directly, or through grants, contracts, or cooperative agreements with State or local educational agencies, institutions of higher education, and other public and private agencies, organizations, and institutions and to coordinate activities with the Secretary of Health and Human Services, when appropriate.

The bill specifies that it shall not be unlawful under Federal law for any educational institution to require as a condition of admission or continued enrollment that students refrain from the use of illegal drugs. The bill also provides that it shall not be unlawful under Federal law for any educational institution to conduct drug testing of its students or applicants for admission to determine if they use illegal drugs and to take disciplinary action against a student, including suspension or expulsion, who uses illegal drugs.

Finally, the bill requires that State and local educational agencies use funds under the Act to supplement and, to the extent practicable, increase the amount of non-Federal funds that would, in the absence of Federal funds, be made available for the purposes of the Act, and not to supplant such non-Federal funds.

TITLE III

The "Substance Abuse Services Amendments of 1986" authorizes appropriations of $490 million for fiscal year 1988 and such sums as may be necessary for fiscal years 1989 through 1992 for the alcohol and drug abuse and mental health services block grant program administered by the Department of Health and Human Services.

The bill also eliminates various restrictions now imposed on States on the uses of funds under the block grant. These changes have long been sought by some State officials who claim that existing restrictions on the block grant severely

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restrict their ability to combat alcohol and drug abuse. These changes give States greater flexibility in making funds available for services which are most needed.

TITLE IV

Title IV, the "Drug Interdiction and International Cooperation Act of 1986," consists of several sections: The "International Forfeiture Enabling Act of 1986" adds a new section to the Controlled Substances Act to provide for civil forfeiture of assets derived from drug trafficking in foreign countries which are found in the United States. Such legislation has been called for by working groups of drug law enforcement experts from around the world meeting under the auspices of the United Nations and the Organization of American States. This legislation also provides for the sharing of forfeited assets (or proceeds from their sale) with foreign governments where there was joint cooperation in a particular investigation or where required by an international agreement, such as our recent Mutual Legal Assistance Treaty with Italy.

The "Mansfield Amendment Repeal Act of 1986" repeals the provision of current law which impedes the activities of United States law enforcement officers overseas. While no dramatic change is contemplated in our enforcement activities in areas of foreign jurisdiction, experience has shown that existing law needlessly impedes effective cooperation between United States and foreign law enforcement officials.

The "Narcotic Traffickers Deportation Act of 1986" removes the unnecessary distinction in Title 21 of the United States Code among narcotic drugs, cocaine, marijuana, and other controlled substances for purposes of describing offenses for deportation under the immigration statutes. Presently, a sentencing judge has statutory authority to make a binding recommendation to the Attorney General that aliens convicted of a variety of Federal offenses not be deported. One exception to this authority involves aliens who have been convicted of drug offenses explicitly listed in the immigration statutes. It expands this exception to allow deportation, without judicial involvement, in all matters involving controlled substance offenses.

The "Customs Enforcement Act of 1986" combines and strengthens the existing reporting requirements for certain vessels, aircraft, vehicles, and pedestrians entering the country, as found in various provisions of the Tariff Act of 1930 and the Federal Aviation Act. The bill strengthens provisions for the forfeiture, storage, and destruction of seized merchandise and adds various civil and criminal penalties for the unlawful unloading or transhipment of merchandise.

The "Maritime Drug Law Enforcement Prosecution Improvements Act of 1986" codifies those circumstances under which United States and international law permit the Coast Guard to board vessels to enforce United States law. It serves to reduce needless litigation related to criminal prosecution of those transporting illegal drugs by sea.

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TITLE V

The "Anti-Drug Enforcement Act of 1986" is composed of several elements: The "Drug Penalties Enhancement Act of 1986" contains a series of amendments to the Controlled Substances Act that set out penalties for large-scale domestic drug trafficking.

The legislation increases the maximum term of imprisonment authorized for large scale drug trafficking up to life for a second offense, provides mandatory minimum terms of imprisonment for such large scale trafficking, and increases fines for first and repeat offenders. It broadens the scope of this statute to cover cocaine and marijuana as well as other especially dangerous narcotics.

The bill also contains mandatory terms of imprisonment for large scale drug traffickers in cases where death results from someone using drugs supplied by the trafficker. The maximum term of imprisonment for trafficking in smaller amounts of controlled substances is raised from fifteen to twenty years, and fines are also increased for trafficking in smaller amounts.

The "Drug Possession Penalty Act of 1986" amends the provisions of the Controlled Substances Act setting out the punishment for simple possession of controlled substances. It provides for a mandatory large fine for a first offense and mandatory jail term for a second or subsequent offense.

The "Continuing Drug Enterprise Penalty Act of 1986" amends the Continuing Criminal Enterprise Statute to increase fines and provides for the death penalty for those who intentionally cause death while committing an offense under this "drug kingpin" statute. This provision is similar to the capital punishment provision recently approved by the House of Representatives.

The "United States Marshals Service Act of 1986" clarifies the statutory basis for the activities of the Marshals Service. The Marshals Service is responsible for assuring that dangerous prisoners are produced for trial, courts operate safely and securely, witnesses are protected from threat, fugitives are tracked down and apprehended, and drug assets are seized and managed until they can be disposed of with the proceeds ultimately returned to the United States Treasury.

The "Controlled Substances Import and Export Penalties Enhancement Act of 1986" conforms the penalties for import and export violations to those established in the Controlled Substances Act, as amended in the Drug Penalties Enhancement Act of 1986, supra, including the mandatory minimum and greater maximum sentences.

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The "Juvenile Drug Trafficking Act of 1986" provides for an enhanced fine and jail term for adults who act in concert with a person under 21 in violating the Controlled Substances Act. In addition, provisions of the Controlled Substances Act which prohibit the distribution of controlled substances within 1,000 feet of a public, private, elementary, or secondary school are strengthened to also prohibit the manufacturing of a controlled substance within that area. The category of protected institutions is also expanded to include vocational schools, colleges, and universities.

The "Chemical Diversion and Trafficking Act of 1986" expands the Controlled Substances Act by establishing a system of record keeping and identification requirements that are designed to keep drug precursor and essential chemicals out of the hands of drug traffickers and identify suspicious purchasers of these chemicals.

The "Money Laundering Crimes Act of 1986" attacks money laundering by directly punishing money laundering as an offense (in comparison with present law which punishes only the failure to file certain currency transaction reports). The bill also includes stiff penalties and criminal and civil forfeiture provisions as additional sanctions for money launderers. Moreover, to facilitate investigation and prosecution, the offense of money laundering would be added as a predicate for purposes of the wiretap, RICO and ITAR (Interstate Travel in Aid of Racketeering) statutes. The Right to Financial Privacy Act would be amended to encourage financial institutions voluntarily to provide law enforcement authorities with information about suspected criminal activities. The bill also strengthens the enforcement provisions in the Bank Secrecy Act. The provisions of this bill are similar to the Money Laundering and Related Crimes Act transmitted to the Congress.

The "Controlled Substances Technical Amendments Act of 1986" provides a series of technical amendments to the Controlled Substances Act which, in the aggregate, would significantly aid Federal investigators and prosecutors.

The "Controlled Substance Analogs Enforcement Act of 1986" adds a new section to the Controlled Substances Act making it unlawful to manufacture with the intent to distribute, to distribute or to process controlled substance analogs (popularly known as synthetic or "designer" drugs) intended for human consumption unless such action is in conformance with the Federal Food, Drug, and Cosmetic Act, regarding new drug approval. This is similar to the proposal transmitted to the Congress.

The "Asset Forfeiture Amendments Act of 1986" strengthens the special fund established in 1984 to encourage increased drug forfeitures by providing a mechanism to finance forfeiture-related expenses incurred by Federal law enforcement agencies. The bill also amends the RICO and drug forfeiture provisions, as enacted by the Comprehensive Crime Control Act of 1984, to add a provision permitting forfeiture of so-called "substitute assets" of a defendant whose property subject to forfeiture upon conviction could not be forfeited because, e.g., of its transfer to a third party, or its transfer outside the United States.

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The "Exclusionary Rule Limitation Act of 1986" clarifies the admissibility of evidence if the search for and resulting seizure of the evidence were undertaken in an objectively reasonable belief that it was in conformity with the Fourth Amendment to the Constitution. This expands upon the recent decision of the Supreme Court of the United States which recognized that the purpose of the Exclusionary Rule is to deter police misconduct and that the purpose of the Rule is not served where the officer involved in a seizure of evidence was properly trained and had both an objectively reasonable and good faith belief that the officer was acting properly.

TITLE VI

The "Public Awareness and Private Sector Initiatives Act of 1986" makes two changes to remove statutory impediments to ongoing efforts to recruit private sector groups for volunteer programs to educate the public about the dangers of drug use. Both changes are limited in scope and do not reflect any fundamental criticism of the statutes being amended. Instead, they merely seek to change anamolies in the law, which we do not believe the Congress ever intended, to ensure that they do not interfere with efforts to establish a public sector/private sector partnership seeking a drug-free America.

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LEGISLATIVE PACKAGE TRANSMITTAL LETTER

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THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release September 15, 1986

TO THE CONGRESS OF THE UNITED STATES:

I am pleased to transmit today for your immediate consideration and enactment the "Drug-Free America Act of 1986." This proposal is one of the most important, and one of the most critically needed, pieces of legislation that my Administration has proposed. I strongly encourage the Congress to act upon this proposal before its adjournment.

Drugs are menacing our Nation. When Nancy and I spoke to the Nation last evening about what we Americans can do to win the fight against illegal drugs, we said that it is time to pull together. All Americans -- in our schools, our jobs, our neighborhoods -- must work together. No one level of government, no single institution, no lone group of citizens can eliminate the horror of drug abuse. In this national crusade, each of us is a critical soldier.

From the beginning of my Administration, I pledged to make the fight against drug abuse one of my highest priorities. We have taken strong steps to turn the tide against illegal drugs. To reduce the supply of drugs available in our country, we moved aggressively against the growers, producers, transporters, smugglers, and traffickers. Our spending for drug law enforcement has nearly tripled since 1981. To reduce demand, we plotted a course to encourage those who use drugs to stop and those who do not, never to begin. I am especially pleased at the success that the military has experienced, reducing drug usage by over 67 percent among our Armed Forces. And as a direct result of Nancy's leadership and commitment, over 10,000 "Just Say No" clubs have been formed throughout the United States over the past few years to discourage drug use among our youth.

Today I am announcing a set of initiatives that will build upon what we have already accomplished. This set of initiatives, totaling almost $900 million in Fiscal Year 1987 in additional resources targeted to ridding our society of drugs, brings our total Federal contribution for fighting drugs to over $3 billion. Our initiatives are composed of several separate budget amendments; a six-title bill seeking stronger authority for our law enforcement personnel, both at home and abroad, increased penalties for taking part in the sale of illegal drugs, and establishing a new program to help our schools reach our youngsters before drugs reach them; and an Executive order setting the example for our Nation's workplaces by achieving a drug-free Federal work force.

Through separate budget amendments that I will soon transmit, I will request $100 million for State grants to enhance our capacity in this country to treat drug users. We must put a stop to the tragedy of a drug user who seeks help and cannot get urgently needed treatment. I will request $34 million for increased research into the most successful rehabilitation and treatment methods. Our expanded research will include a focus on better ways to intervene with

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high-risk children and adolescents. I will also request $69 million for grants to communities that show they can pull together to fight the scourge in their neighborhoods. Federal matching funds will be made available to help these communities to increase education, prevention, and rehabilitation efforts. Finally, I will submit a request for additional funds for other intervention, education, and prevention assistance from the Federal government.

Our law enforcement and interdiction efforts must be increased as well. I will propose substantial increased funding -- approximately $400 million in 1987 -- for a major new enforcement initiative along our southwest border. A similar initiative will be proposed for our southeast border, involving at least $100 million in added funds.

I will be proposing shortly appropriate budget amendments to ensure that these necessary funds are made available. At the same time, other activities will be scaled back in order not to add to the Federal deficit.

The legislation I transmit today, the "Drug-Free America Act of 1986," is the second component of the greatly increased anti-drug abuse effort to which I have pledged my Administration. This legislation is a six-titled measure that, when enacted, will be the cornerstone of our efforts.

Title I, the "Drug-Free Federal Workplace Act of 1986," enables the Federal government, as the Nation's largest employer, to set an example in ensuring a drug-free workplace. The enactment of this title will make clear that the use of illegal drugs by current or prospective Federal employees will not be tolerated.

Title II of the bill, the "Drug-Free Schools Act of 1986," authorizes a major new grant program -- at $100 million in 1987 -- to assist State and local governments in establishing drug-free learning environments in elementary and secondary schools.

Title III, the "Substance Abuse Services Amendments of 1986," responds to the grave health threat that the use of illegal drugs presents. It extends, from Fiscal Year 1988 through Fiscal Year 1992, the block grant under which funds are made available to the States for alcohol and drug abuse and mental health programs, and eliminates several unnecessary restrictions contained in current law that limit the flexibility of the States in putting these funds to work where they are most needed.

Title IV, the "Drug Interdiction and International Cooperation Act of 1986," emphasizes the need for increased and better international cooperation in the fight against drugs. This important set of proposals improves the procedures used in seizing the proceeds of narcotics-related crimes committed in other countries, facilitates the participation of United States law enforcement personnel in drug enforcement operations abroad, and ensures that aliens in this country who are convicted of illegal drug offenses can be deported.

Title V, the "Anti-Drug Enforcement Act of 1986," contains several measures that make available the necessary tools to our law enforcement personnel and our courts to ensure that those convicted of illegal drug offenses are both

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suitably punished and deprived of the fruits of their unlawful labors. This title also substantially increases penalties for drug trafficking and establishes additional penalties for persons who take advantage of and employ juveniles in drug trafficking. This title provides the tools to go after the manufacturers of "designer drugs," and hits drug traffickers in their pocketbooks by cracking down hard on money laundering, a practice widely used to conceal the illegal origin of large amounts of cash.

Finally, Title VI, the "Public Awareness and Private Sector Initiatives Act of 1986," encourages the increased cooperation between the private sector and the government in educating the public about the hazards of drug abuse.

I applaud the Congress for grappling with the drug abuse problem on a timely basis, and I urge speedy consideration of these proposals. But I do not for a moment suggest that enactment of these legislative proposals will result, by itself, in the elimination of illegal drugs in America. This can only happen when all Americans join together in the fight against drugs. Prompt enactment by the Congress of this package of our legislative proposals is an essential step in our plan to eliminate drug abuse.

Today, I underscore my commitment to this effort by signing the third component of my Administration's anti-drug initiative, an Executive order that supports the objectives contained in Title I of the proposed legislation. The Executive Order puts in place the policy that the use of drugs by Federal employees, either on duty or off duty, will not be tolerated. I am directing the head of each Federal agency to develop a plan to achieve a drug-free workplace and authorizing drug testing for applicants for all Federal jobs and for employees in certain sensitive positions. I am directing that programs to counsel, treat, and rehabilitate employees found to be using illegal drugs be expanded.

Over the years, our country has never hesitated to defend itself against the attack of any enemy, however formidable and whatever the odds. In many ways, the enemy facing us now -- illegal drugs -- is as formidable as any we have ever encountered. As a result of the combined actions of all Americans we will achieve the goal we all seek -- a drug-free America for ourselves and for our children.

RONALD REAGAN

THE WHITE HOUSE,
September 15, 1986.

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FACT SHEET ON ADDITIONAL FY87 BUDGET PROPOSALS

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THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release September 15, 1986

FACT SHEET

ADDITIONAL FISCAL YEAR 1987 BUDGET PROPOSALS

GOAL #1: DRUG-FREE WORKPLACES

Additional resources associated with implementation of the policy against illegal drug use by Federal employees stated in the Executive Order is estimated at $56 million in Fiscal Year 1987.

GOAL #2: DRUG-FREE SCHOOLS

This budget amendment for $100 million is based upon Title II of the Drug-Free America Act of 1986. The purpose of the Drug-Free Schools Act is to protect our children from the threat of illegal drugs. While drug use by high school students has declined since 1980, the level of use remains unacceptably high. Drug use is now recognized as a problem in middle and in elementary grades.

Key features of the Drug-Free Schools Act are:

- $80 million will be made available to support teacher training, technical assistance to local school districts, and development of State-wide programs with law enforcement agencies.
- At least 80 percent of State funds will be directed to local school districts. These grants would require each district to submit to the state agency a plan to achieve "Drug-Free Schools." At least one-third of project funding to be supported by local, non-Federal funds.
- $20 million will be reserved for national level programs to support development of program models and materials, research on causes and effects of drug use by children, and seminars to encourage cooperative efforts by educators, law enforcement officials, and judicial and social service agencies.

GOAL #3: EXPANDED DRUG ABUSE PREVENTION, TREATMENT, AND RESEARCH

The President is directing additional resources totalling $233 million for strong prevention, education activities, and for measures designed to encourage drug users out of the market. The backbone of the strategy is based on increased awareness and sensitivity about drugs and the adoption of a societal attitude of utter unacceptability of drug use by anyone at any time.

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The spread of drug use from hard-core addicts to a broader segment of our society is closely associated with social, economic, psychological, educational, and medical factors. Drug use is a problem involving all strata and ages in our society. This new wave of drug use is clearly an epidemic and calls for an increased understanding of effective prevention and treatment and an expanded capacity for treatment. Accordingly, the Administration will undertake the following activities totaling $233 million:

- o Capacity-Building Grants to States ($100 million)

  Administered by the Public Health Service under its existing authority, the Administration dedicates $100 million for grants to States to enhance drug abuse treatment capacity. Funds will be used to reduce the existing queues for treatment services.

  The drug problem is not spread evenly nationwide. Thus these grants funds will be distributed to the States on the basis of the largest margins between demand for treatment and the number of treatment slots. It will also focus attention on the types of drugs rising in addiction patterns.

  States could spend the grants over three years.

- o Community Systems Development Programs ($69 million)

  The Department of Health and Human Services will provide short-term financial assistance (on a matching basis) to communities to assist them in mobilizing comprehensive, integrated efforts to reduce drug abuse, that build on existing public and private sector institutions. These grants will focus on involvement of all segments of society -- the school, the workplace, the church, the health care system, the criminal justice system, civic and voluntary drug abuse associations, the media, and all levels of government.

- o Prevention Activities ($30 million)

  The President is directing the Department of Health and Human Services to establish a Center for Substance Abuse Prevention in the Alcohol, Drug Abuse, and Mental Health Administration to increase its capacity to assist public and volunteer efforts and to disseminate knowledge gained from prevention research through a State-wide prevention network. The Department will be able to provide prompt aid to communities in drug crisis through rapid response technical assistance, needs assessment, and advice on effective prevention strategies.

  Enhanced epidemiology and surveillance systems will give us better information as to the incidence and prevalence of alcohol and drug use and improved identification of risk factors and risk groups.

  The Departments of Labor, Education, and HHS will develop programs for establishing and maintaining drug-free schools, colleges, and workplaces.

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The Departments of Education and Health and Human Services will develop national demonstration projects and an integrated plan to establish and maintain drug-free schools, colleges, and universities.

The Departments of Labor, Health and Human Services, and Office of Personnel Management will facilitate the development of employee Assistance Programs and implement model drug and alcohol demonstration efforts at the workplace.

- o Research ($34 million)

The President is directing an expansion of research seeking better and more effective methods of preventing, detecting, diagnosing, and treating illicit drug use and intervening with high-risk children and adolescents. Alternative, improved, and less costly drug detection mechanisms will be developed. In conjunction with the private sector, a national accreditation system for laboratory testing will also be developed.

GOALS #4 AND #5: IMPROVED INTERNATIONAL COOPERATION AND STRENGTHENED DRUG LAW ENFORCEMENT

Southwest Border Initiative.

In response to the growing threat of drugs and other contraband being smuggled by criminal elements across this Nation's southwest border, the Administration proposes a new initiative targeting this part of the country. It is estimated that thirty percent of the marijuana, thirty-five percent of the heroin, and thirty percent of the cocaine introduced into the United States originates in or crosses that border.

The Southwest Border Initiative, also known as Operation Alliance, is being implemented in the following four phases:

- o Phase I, policy resolution and conceptual planning, has been completed.
- o Phase II, coordination of existing resources, initiatives, and special operations, began in July 1986. Currently there are approximately 20 special operations being coordinated along the southwest border.
- o Phase III, execution of major joint enforcement operations, will be coordinated as part of the Vice President's National Narcotics Border Interdiction System (NNBIS).
- o Phase IV requires additional military and prosecutorial support, additional drug law enforcement resources, and suggested amendments to statutes.

The resources sought for the Southwest Border Initiative will increase by $400 million the Administration's already strong drug law enforcement budget. The items include:

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- Five radar balloons to provide unbroken radar coverage of the southwest border.
- Four sophisticated Navy E-2C radar airplanes to detect airborne narcotics smugglers.
- Six Air Force Helicopters transferred to Davis Monthan Air Force Base in Arizona to assist in narcotics interdiction.
- Two C-130's stationed in Southcom to aid in narcotics detection.
- An All-Source Intelligence Center to coordinate the intelligence collection and dissemination of the major drug enforcement agencies.
- A Command, Control, Communications and Intelligence Center for the Customs Service to aid in the coordination of that agency's air enforcement resources.
- Additional Drug Enforcement Administration (DEA) personnel to be stationed in the primary drug-producing countries of Latin America.
- Additional funds for the purchase of sophisticated voice-privacy radios for the DEA.
- An additional 60 Federal prosecutors devoted to high-level drug cases.
- Resources to allow for the enhanced participation by the Intelligence Community in the fight against drugs.

Southeast Border Initiative.

The Administration recognizes the need to enhance the drug enforcement capabilities along the entire southern border, not just the southwestern border. The objective of this second initiative is to deny the Gulf Coast and other southern water border areas to the drug trafficker.

The President will propose additional funding of $100 million, and details of the Southeast Border Initiative will be announced in the next few weeks.

GOAL #6: INCREASED PUBLIC AWARENESS AND PREVENTION

Private sector initiatives and work within all levels of government must be coordinated and pulled together to focus on areas of greatest need. In support of these efforts, The White House and ACTION will expand efforts to foster and promote voluntarism toward this goal and provide advice and assistance, staff, and oversight, in coordination with the Drug Abuse Policy Office and other agencies. Additional Funds will be added to ACTION's budget.

All of these budget proposals redirect resources within the existing Federal budget. Approximately $384 million along with offsets in that amount will be submitted to the Congress as amendments to the President's Fiscal Year 1987 budget request and existing law. The remainder will be redirected by the heads of the appropriate agencies.

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CURRENT ACCOMPLISHMENTS IN CAMPAIGN AGAINST DRUG ABUSE

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THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release September 15, 1986

PRESIDENT REAGAN'S COMMITMENT TO THE NATIONAL CRUSADE AGAINST DRUGS

Current Accomplishments in the Administration's Campaign Against Drug Abuse

Early in the first year of his Administration, President Reagan described drug abuse as "one of the gravest problems facing us." The President warned that "we run the risk of losing a great part of a whole generation" if we fail to act, and he launched a nationwide campaign against drug abuse and drug trafficking.

The President's Federal Strategy for Prevention of Drug Abuse and Drug Trafficking was published in 1982, and was followed with the publication of a National Strategy in 1984. Together with a major initiative to rid our military of drug abuse, the President's strategy has provided a comprehensive plan of action in five areas:

- o International Cooperation
- o Drug Law Enforcement
- o Drug Abuse Prevention
- o Drug Abuse Treatment
- o Research

Successes Prove That America's Crusade Against Drug Abuse Can Be Won

Federal efforts have produced major accomplishments toward fulfilling the President's orginal strategy. In addition, the President's established priorities and First Lady Nancy Reagan's tireless campaign against drug abuse among young people have helped to spark concern and promote creative anti-drug programs in the private sector and by state and local governments.

Drug Abuse in the Armed Forces

The Department of Defense has been in the forefront of creating a drug-free workplace for its military and civilian employees. The results have been impressive.

- o The number of military personnel reporting illegal drug use dropped 67 percent between 1980 and 1985 reflecting the Department's aggressive program of testing, education and rehabilitation.

- o In August 1986, DOD established a civilian drug testing program for employees in sensitive positions.

International Cooperation

President Reagan has fulfilled his pledge to establish "a foreign policy that vigorously seeks to interdict and eradicate illicit drugs, wherever cultivated, processed, or transported."

Enhanced interdiction has increased U.S. seizures of illegal drugs. In 1981, the U.S. seized two tons of cocaine. In 1985, the U.S. seized 20 tons -- a ten-fold increase. Other measures of success:

- o Today, 14 countries are eradicating narcotic plants, compared to only one country in 1981. Shortages of marijuana are now being reported throughout the country, primarily as a result of eradication.

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- In mid-1984, the Government of Colombia implemented a cannabis eradication program using herbicides, a significant milestone in international narcotics control.

- The precedent-setting Colombia program was the capstone of efforts in several other Latin American and Caribbean countries. In 1985, Panama and Belize eradicated cannabis with herbicides.

- The Government of Peru began eradicating coca bushes in mid-1983, the first agreement under the U.S. strategy to couple enforcement and eradication support with development assistance.

- Aggressive enforcement activity against cocaine manufacturers in Colombia, Peru and Bolivia is disrupting the flow of cocaine.

- Operation "Blast Furnace" in Bolivia is an example of how the U.S. military is helping foreign police attack the drug traffic.

- The United States Information Agency has mobilized its media elements -- the Wireless File, Worldnet, the Voice of America, and the Television and Film Service -- to send drug abuse awareness messages to overseas audiences.

- The global priority of drug control was made clear at the economic summit in May 1985, when President Reagan and the heads of the other governments declared their collective commitment to eliminating the supply and use of illegal drugs worldwide.

- Prevention efforts also received a strong global boost through the "mother-to-mother" conferences which Mrs. Reagan hosted in April and October 1985 for First Ladies from around the world.

- In April 1986, President Reagan declared the international drug traffic to be a threat to national security, and authorized the use of military surveillance and intelligence capabilities to fight drug smuggling.

Drug Law Enforcement

When President Reagan took office, efforts in Congress to reduce penalties for the use of marijuana had been in progress for a decade. Today, Congress is not talking about liberalizing America's drug laws (the last time legislation was introduced to legalize the use of marijuana was 1981). In part, the success of the President's commitment to toughen drug law enforcement is seen in a national change of attitude about the serious nature of illegal drug use.

Further, the success of the President's commitment to toughen drug law enforcement is seen in his providing additional resources. Federal spending for drug law enforcement will triple from about $700 million in 1981 to $2.4 billion in FY 1987.
Major Accomplishments:

- In 1982, the President established, under the direction of Vice President Bush, the South Florida Task Force as a major new interagency initiative against drug smuggling and associated illegal financial activities.

- The President expanded this interagency concept to all borders of the United States in early 1983 by establishing the National Narcotics Border Interdiction System, also headed by Vice President Bush. This is the first time the U.S. has had a national cooperative drug interdiction system.

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- In 1982, President Reagan established the Organized Crime Drug Enforcement Task Force, under the direction of the Attorney General, to attack major criminal organizations. Task Forces are operational in 13 locations throughout the Nation. Under the efforts of the Task Force, over 3,600 drug criminals have been convicted and more than $300 million of their assets seized.

- The Administration provided leadership for a national eradication campaign to stop marijuana production in the United States. Today, participation has expanded from seven states in 1981 to all 50 states.

- On January 21, 1982, for the first time, the Administration brought the Federal Bureau of Investigation into the fight against illegal drugs.

- Law Enforcement Coordinating Committees, established by the Attorney General in each of the 94 Federal judicial districts, focus Federal, state and local investigative and prosecutorial resources on the most serious crime problems in the district.

- On July 28, 1983, President Reagan named a President's Commission on Organized Crime to study organized crime involvement in the drug traffic and to recommend ways of dealing with it. The Commission made its report to the President in March 1986.

- In 1985, the Drug Enforcement Policy Board, Chaired by the Attorney General, was established to coordinate the efforts of all Cabinet-level departments and agencies involved in drug enforcement activities.

Drug Abuse Prevention, Treatment, and Research

Attitudes are changing -- In 1985, polls showed 73 percent of our teenagers believed that possession of small amounts of marijuana should be treated as a criminal offense, compared to 44 percent in 1979. High school seniors using marijuana on a daily basis have dropped from 1 in 14 in 1981 to 1 in 20 in 1984-85.

- The First Lady is truly the leader in the prevention effort. Mrs. Reagan has traveled over 100,000 miles to 53 cities in 28 states and 6 foreign countries in her campaign to fight school age drug and alcohol use. She has hosted two international conferences on drug abuse, one attended by 47 First Ladies from around the world.

- Since 1981, the parent movement in the United States has expanded from about 1,000 loosely organized groups to 9,000 groups, with national organization and their own national and international resource center. The parent groups have taken a no-nonsense position on youthful drug use and have brought about new laws, public policies, and attitudes.

- Our school-age children have formed over 10,000 "Just Say No" Clubs around the country to provide positive peer pressure to hundreds of thousands of young people to say no to drugs.

- The number of individuals who are using illegal drugs has stabilized in most categories and decreased in several, most notably in the high schools.

- In 1982, the Federal share of funding for treatment support was incorporated in the Alcohol, Drug Abuse and Mental Health Services block grants and has provided the states with the ability to be more responsive to local priorities and flexibility in determining specific treatment needs.

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- The Administration's approach also supports the integration of drug and alcohol services into the general health care system and has provided for more effective and efficient treatment.

- The Administration's research efforts have focused on developing more appropriate and cost effective treatment for drug users including:

  -- the development of a new drug for potential use in the treatment of narcotics addiction; and

  -- knowledge has been expanded about both the acute and chronic effects of marijuana and cocaine use.

Private Sector Efforts and Successes

Businesses and civic organizations have taken up the challenge of providing accurate information about drug abuse in a credible way to large segments of the population. The Administration has provided information and technical assistance.

Private sector efforts have in large part contributed to the growing awareness about the dangers of drug abuse and resultant positive changes in attitudes. Examples:

- A Weekly Reader survey, sponsored by Xerox Education Publications, has provided important information about children's attitudes concerning drugs and alcohol.

- Over four million special drug awareness, adventure comic books have been distributed to elementary school students. The comic books were sponsored by D.C. Comics, The Keebler Company, the National Soft Drink Association, International Business Machines (IBM), and the National Federation of Parents for Drug Free Youth. IBM sponsored another million comic books in August 1986, including, for the first time, comic books published in Spanish.

- The Keebler Company expanded their drug abuse prevention efforts to include traveling shows in shopping malls across the country. In the Fall of 1986, Keebler will make educational video tapes targetted for 3rd to 5th grade youth.

- In 1982, McNeil Pharmaceutical made a commitment to Mrs. Reagan to begin a national awareness campaign with the local pharmacist as the focal point for information on drug abuse within the community. The "Pharmacists Against Drug Abuse," program is now firmly established across the country and has been expanded to several foreign countries.

- At the urging of the President and Mrs. Reagan in 1982, the heads of professional sports associations have been helpful in public campaigns against drugs abuse and have since implemented programs within their organizations to achieve a drug free workplace.

- The International Association of Lions Clubs, which represents 1.4 million members in 155 countries, has launched a "Lions' War Against Drugs."

- The National Broadcasting Company (NBC) sponsored the "Don't Be a Dope" drug abuse awareness campaign for parents and young people.

- "The Chemical People" Project, a nationwide series of television broadcasts and local community events, resulted in an unprecedented number of organized "town meeting groups." The campaign was aired by public broadcasting stations, produced by WQED (PBS) in Pittsburgh, sponsored by the National Coalition for the Prevention of Drug and Alcohol Abuse, and hosted by the First Lady.

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SUMMARY OF PRESIDENTIAL GOALS AND OTHER AGENCY INITIATIVES

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THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release September 15, 1986

PRESIDENT REAGAN'S COMMITMENT
TO THE NATIONAL CRUSADE AGAINST DRUGS

Summary of Presidential Goals and Other Agency Initiatives

President Reagan has established six goals in a national crusade to build upon what has been accomplished and lead us toward a drug-free America:

- Drug-Free Workplaces for all Americans;
- Drug-Free Schools from elementary to university level;
- Expanded Drug Abuse Treatment and Research to tackle the health dangers posed by drugs;
- Improved International Cooperation to achieve full and active involvement by every country with which the United States must work to defeat international drug trafficking;
- Strengthened Drug Law Enforcement to take additional initiatives which will hit drug traffickers with renewed force; and
- Increased Public Awareness and Prevention -- the goal on which success ultimately depends -- to help every citizen understand the stakes and get involved in fighting the drug menace.

GOAL #1 -DRUG-FREE WORKPLACES

This goal is to protect the public and the workforce and to increase productivity by ensuring that workers are clear minded and free of the effects of illegal drugs. The Federal Government, as the Nation's single largest employer, must take a leading role in achieving a drug-free workplace for all Americans. A balance between intolerance of illegal drug use by workers and fair treatment for the individual is fundamental to the goal.

- By Executive order, the President has established a firm policy against illegal drug use by Federal employees.
- $56 million in additional resources will be dedicated to implementing the President's policy against illegal drug use by Federal employees.
- The President has also directed:
  - -- that drug abuse awareness and prevention programs among the Federal workforce be expanded;
  - -- that agency heads be allowed to require selected contractors, particularly those in positions involving public safety and national security, to meet the drug-free requirements established for the Federal workforce; and that

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-- that Federal agencies provide guidance to government contractors concerning the philosophy, importance and procedures for achieving a drug-free workplace.

- o President Reagan will write to key state and local government officials asking other levels of government to follow his lead in developing drug-free workplaces.

- o Cabinet members and agency heads are sending letters to the heads of their counterpart organizations in state and local governments, encouraging drug-free policies.

- o President Reagan will ask business and labor leaders to support efforts to rid the workplace of illegal drug use.

- o The Secretary of Health and Human Services will operate a toll-free "Drug-Free Workplace Helpline" to answer questions about illegal drugs and how to eliminate their use by workers.

- o The Secretary of Labor will distribute a booklet on Workplaces Without Drugs to provide reliable and practical information about the problem of illegal drug use in the workplace and what can be done to stop it.

- o The Secretary of Labor will make available a team of experts to provide on-site technical assistance and training to businesses and unions developing or expanding programs to get illegal drugs out of the workplace.

GOAL #2 - DRUG-FREE SCHOOLS

This goal is to promote excellence in American education by achieving and maintaining a drug-free environment in our Nation's educational institutions, from elementary schools through universities. The Secretary of Education will continue his vigorous role as national advocate of drug-free schools. Key elements of this effort include:

- o The Drug Free Schools Act, part of the Drug-Free America Act of 1986, will be forwarded to Congress to provide $100 million in 1987, including $80 million to be used as state discretionary grants to school districts which have prepared a sound plan for getting drugs out of their schools and keeping them out.

- o The Juvenile Drug Trafficking Act of 1986, part of the Drug-Free America Act of 1986, extends Federal laws against distributing drugs in or near schools to include university and college campuses.

- o The President has directed the Secretary of Education to:

  -- send a letter to all heads of state educational boards outlining the President's six goals, and the important role of school administrators and teachers.

  -- issue a pamphlet titled Schools Without Drugs to provide parents, school officials, students and communities with reliable and practical information about the problem of school-age drug use and what they can do to achieve drug-free schools. The booklet will be disseminated to all elementary and secondary schools, and will be available free of charge.

  -- encourage local school districts to expand their drug abuse education.

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-- encourage efforts to train student leaders in developing anti-drug activities in their schools and communities.

-- work with the Department of Defense schools to develop a model drug prevention program for those schools.

-- work with the Attorney General to ensure that all appropriate educational and law enforcement officials are aware of the Federal law regarding distribution of drugs in or near schools.

GOAL #3 - EXPAND DRUG TREATMENT AND RESEARCH

This goal is to ensure that appropriate treatment is available to illegal drug users who are experiencing health damage and addiction, and that illegal drug users receive the professional assistance they need to quit using illegal drugs.

The President has directed the establishment of:

o A $100 million grant to states. The grants will increase treatment capacity to meet high demands for services by endemic drug users who could not otherwise afford treatment;

o Financial assistance to communities through Community Systems Development Programs at the Department of Health and Human Services. Federal grants totaling $69 million (on a matching basis) will enable communities to help themselves in mobilizing comprehensive, integrated treatment and prevention efforts to reduce illegal drug use;

o Legislation to remove various restrictions now imposed on states on the use of funds under the Alcohol, Drug Abuse and Mental Health Services Block Grant, thereby giving the states spending flexibility as originally intended by the Administration, and extend the Block Grants for an additional five years;

o A Center for Substance Abuse Prevention within the Alcohol, Drug Abuse, and Mental Health Administration. The Center will carry out a national program of prevention, education and early intervention activities to facilitate, monitor and, as necessary, support Federal activities in cooperation with public and volunteer efforts;

o Enhanced epidemiology and surveillance systems at the Department of Health and Human Services which will assure accurate tracking of the incidence and prevalence of alcohol and drug use and improved identification of risk factors and risk groups;

o Expanded research by the Department of Health and Human Services to strengthen means to prevent, identify and treat illegal drug use.

o Consultations between the Secretary of Health and Human Services and the Director of the Office of Personnel Management to ensure that Federal drug abuse prevention programs are using the most accurate and effective strategies and materials available; and

o Guidelines on drug testing and rehabilitation programs by the Director of the Office of Personnel Management in consultation with the Secretary of Health and Human Services.

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GOAL #4 - IMPROVE INTERNATIONAL COOPERATION

President Reagan has implemented a foreign policy that vigorously seeks to interdict and eradicate illegal drugs in foreign source and transhipment countries. Earlier this year, the President identified the international trafficking of illegal drugs as a threat to national security. This goal will build on what has already been accomplished and move forward to obtain full and active cooperation from every country with which the United States must work in drug enforcement and prevention programs.

The President has directed the establishment of:

- o A conference for U.S. Ambassadors to convene in October 1986 to convey an international sense of urgency and to discuss increased regional cooperation.

- o Title IV of the President's "Drug Free America Act of 1986" to emphasize the need for increased international cooperation in the fight against drugs.

GOAL #5 - STRENGTHEN LAW ENFORCEMENT

Vigorous drug law enforcement reduces the availability of illegal drugs in the United States, deters drug-related crime and creates an environment favorable to the implementation and development of long-range programs to eliminate the production and use of illegal drugs. Since the early days of the Administration, President Reagan has provided strong personal leadership to the drug law enforcement effort, expanding Federal drug law enforcement to the highest level in U.S. history. This goal will build upon the existing major programs by taking steps to hit drug traffickers with renewed force.

The President has directed the establishment of:

- o The Southwest Border initiative, known as Operation Alliance. It was recently established to increase cooperative drug law enforcement along the United States-Mexico border and will increase the Administration's already strong drug law enforcement budget by about $400 million.

- o A companion $100 million, Southeast Border initiative is being developed to enhance the drug enforcement capabilities along the entire southern border.

- o Title V of the Administration's "Drug-Free America Act of 1986" will strengthen the tools available to law enforcement personnel and the courts to ensure suitable punishment for drug traffickers.

GOAL #6 - INCREASE PUBLIC AWARENESS AND PREVENTION

Every person must become involved in the President and Mrs. Reagan's crusade to make illegal drug use unacceptable in our society. Attitudes have changed, awareness has increased, and many people are seeking ways to join in the fight.

- o President and Mrs Reagan will continue to challenge and encourage citizens and private organizations to participate in the national crusade to eliminate the use of illegal drugs.

- o The President has directed the establishment of:

  -- an initiative for a drug-free America to promote and identify related private sector efforts and potential

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- -- a high-level interagency working group to provide oversight and coordination of initiatives to encourage private sector efforts.

- -- partnership between the Secretary of Housing and Urban Development and the Attorney General, the Secretary of Health and Human Services, and the Secretary of Labor to work with local Public Housing Authorities, state and Federal law enforcement officials, and appropriate local agencies to achieve drug-free public housing.

- -- a proposed Center for Substance Abuse Prevention in the Alcohol, Drug Abuse and Mental Health Administration as a central reference point with a toll-free number for technical assistance, information and general referrals.

- o The Administration will encourage the use of the theme of "Just Say No" as a consistent message in campaigns against the use of illegal drugs.

- o Employers will be encouraged to broadened employee assistance programs to include prevention and education not only for their employees, but for their families and their communities.

- o A major media campaign of public service announcements on the problems and dangers of drug abuse will be encouraged.

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